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ABSTRACT

This report is designed to help community-based organizations, youth-serving agencies, and the criminal justice and juvenile justice systems recognize their common stake in supporting healthy and positive youth development, both to revitalize their neighborhoods and to control crime. It focuses on: "The Basics: Youth, Crime and Community Development"; "Effective Community Responses: 20 Strategies to Reduce Youth Crime and Steer Young People toward Success (community youth development, enlightened action for troubled youth, and community-focused crime prevention); and "Putting it All Together" (learning from Boston and from other cities and getting started in one's community by organizing a community youth-crime prevention task force, analyzing the community's youth-crime challenge, inventorying and mapping the community's delinquency prevention and youth development efforts, learning what works in youth-crime prevention, partnering and planning clear and measurable goals, raising funds and implementing the community anti-crime plan, and monitoring, revising, and sustaining the effort). (SM)

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YOUTH, CRIME AND COMMUNITY DEVELOPMENT:

ED 482 413

A Guide for Collaborative Action

by Richard Mendel

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YOUTH, CRIME AND COMMUNITY DEVELOPMENT:

A Guide for Collaborative Action

by Richard Mendel

Developed under the direction of The Enterprise Foundation, Program Services, Housing and Community Development Workgroup

Created with funding support from the American Legion Child Welfare Foundation

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Contents

i *Acknowledgements*

ii *Preface*

1 The Basics: Youth, Crime and Community Development

5 Effective Community Responses:
20 Strategies to Reduce Youth Crime and Steer Young People Toward Success

5 Community Youth Development: Strategies 1 to 8

19 Enlightened Action for Troubled Youth: Strategies 9 to 13

27 Community-Focused Crime Prevention: Strategies 14 to 20

38 Putting it All Together

38 Learning from Boston

40 Learning from Other Cities

43 Getting Started in Your Community

44 Organize a Community Youth-Crime Prevention Task Force

45 Analyze Your Community's Youth-Crime Challenge

46 Inventory and Map Your Community's Delinquency-Prevention and Youth Development Efforts

47 Learn What Works in Youth-Crime Prevention

48 Partner and Plan Clear and Measurable Goals

50 Raise Funds and Implement the Community Anti-Crime Plan

51 Monitor, Revise and Sustain the Effort

52 *Contacts and Resources*

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The mission of The Enterprise Foundation is to see that all low-income people in the United States have the opportunity for fit and affordable housing and to move up and out of poverty into the mainstream of American life. As one of the nation's leading nonprofit organizations, Enterprise cultivates, collects and disseminates expertise and resources to help community-based organizations across the United States to revitalize their neighborhoods. To learn more about The Enterprise Foundation, visit www.enterprisefoundation.org or call 800.205.5122.

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Preface

Young people are the workers and voters of tomorrow. Ideally, they are the homeowners and community leaders as well. As we all know, children are the future.

Too often we forget that young people are also pivotal players in their communities. With adult guidance and support, young adults, teens and even children can contribute substantially to the health, prosperity and cohesiveness of their neighborhoods. Children and youth can be vital assets to community life if they are healthy and engaged. But without proper guidance and support, and absent appropriate facilities and resources where they can play, learn and develop under the watchful eyes of caring adults, young people can lose their way. Some fall prey to the temptations of alcohol, drugs and unprotected sex. Some act out in school, cut classes, neglect their studies and eventually drop out without a high school diploma. And at one time or another, a substantial number of youth partake in disorderly, delinquent and/or criminal conduct.

People who live and work in urban neighborhoods know better than to believe the media hype that routinely depicts today's youth, particularly low-income minority youth, as dangerous and violence-prone, an aberrant generation of "superpredators." The vast majority of children – urban or rural, black, white, Latino, Hispanic, Asian or Native American – are not chronic criminals or delinquents. Most juvenile and young-adult crime (especially violent crime) is perpetrated by a small cohort comprising 5 percent of youngsters. Even many chronic offenders are just one counselor or one opportunity away from returning to the near side of the law. Yet a troubled few can wreak havoc within their neighborhoods. The occasional acts of delinquency, vandalism and disorderly conduct by otherwise "good kids" can also impose a heavy toll on neighborhood life.

For youth and young adults who are likely to end up in jail rather than in college or employed in living-wage jobs, the repercussions of this misbehavior are not limited to lost opportunities, disappointment for their families, or physical or financial hardship for the victims of their misdeeds. Rather, when too many youth and young adults engage in vandalism, theft, drug dealing or violence, neighborhoods deteriorate. Even when too many young people loiter in public places drinking alcohol and listening to loud music, or tagging buildings with graffiti, neighborhood revitalization can suffer grave setbacks.

The story is all too familiar to community development professionals. Housing developers cannot afford to invest in deteriorating neighborhoods where property values are declining. Property managers cannot turn a profit when vandals destroy their buildings or when the sight of a crack house next door, an open-air drug market around the corner or a trash-strewn vacant lot across the street chases away good tenants. Amid the fear and disorder, fewer families choose to move into the neighborhood. Storeowners close their doors. Abandonment escalates and new investment dries up.

Despite the direct link connecting community development to youth development and crime prevention, few community development organizations are deeply involved with youth and delinquency-prevention efforts in their communities.

The emergence of successful nonprofit community-based organizations (CBOs) has been a great boon to low-income communities over the past 30 years. According to the National Congress for Community Economic Development, these organizations, rooted in low-income neighborhoods, have renovated or built more than 550,000 units of affordable housing since the 1960s. They have produced more than 71 million square feet of commercial industrial office space. They have given more than $1.9 billion in loans to over 59,000 low-income people. And they have created more than 247,000 private-sector jobs.

The occasional acts of delinquency, vandalism and disorderly conduct by otherwise 'good kids' can also impose a heavy toll on neighborhood life.

The Enterprise Foundation is a national nonprofit affordable housing and community development organization based in Columbia, Md. Its mission is to ensure that everyone has the opportunity for decent and affordable housing, and the chance to move up and into the mainstream of American life. In communities across the United States, the Foundation has helped to build or renovate more than 144,000 affordable homes for low-income individuals and families, while working to improve the systems and networks essential to healthy communities. From the South Bronx to South Central Los Angeles, Enterprise is helping to turn communities of last resort into communities of opportunity through better housing, child care, job training, safer streets and education

CBOs can play a role in efforts to support young people and steer them away from delinquency and crime toward healthy futures. Many CBOs maintain good relations with police departments and community-policing officers, and a small number of promising partnerships are underway. However, the nonprofit community development sector has not emerged as a core participant in the movement to mobilize community responses to crime and delinquency.

Similarly, few neighborhood youth-serving agencies fully recognize or act upon the connections between their work and the work of community development and crime prevention. Supervised after-school programs, youth centers and mentoring programs do reduce delinquency. However, few

youth-serving agencies go the important next step of integrating their programs with community development resources and initiatives. Yet, a growing body of research and experience demonstrates that young people have both the desire and the capacity to make a contribution to their neighborhoods. In fact, they can personally benefit from participating in opportunities to improve their own neighborhoods.

The concepts of community policing and crime prevention have gained increasing credibility over the past decade and spurred many promising initiatives across the nation. This publication will help community-based organizations, youth-serving agencies and the criminal justice and juvenile systems to recognize their common stake in supporting healthy and positive youth development – both to revitalize their neighborhoods and control crime, particularly in neighborhoods with deep needs and limited resources. Through vital, problem-solving partnerships, professionals, volunteers and residents of all ages can lead young people away from crime, toward safe, productive futures.

The Basics:
Youth, Crime and Community Development

Mobilizing effective responses to the needs of youth and the problems of youth crime requires a firm understanding of the realities facing today's youth.

Understanding the dynamics of crime and crime prevention and the ways in which young people affect the growth and progress of their communities is essential to mastering the basics of youth, crime and community development.

In the 1990s, America's youth set an all-time record for capturing negative media attention. Even before the Columbine killings in 1999, *Time* magazine devoted three cover stories to youth crime – "Children Without Pity," "The Deadly Love Affair Between Kids and Their Guns," and "Teenage Time Bomb." *Newsweek* devoted at least two cover stories to youth violence, along with *U.S. News and World Report*. Even the usually upbeat *People* magazine joined the chorus in 1997, with the cover story "Heartbreaking Crimes: Kids without a Conscience."

In recent years, the negative, sensational coverage has diminished. Nevertheless, when the Urban Institute's Justice Policy Center released a major report showing that the "rate of juvenile crime in 2000 was lower than at any time in the previous two decades," the finding barely made the public radar screen.

Why did Crime Decrease in the Late 1990s?

What is responsible for the declines in youth and adult crime rates in recent years? Most experts point to two factors. First is the gradual containment of the crack epidemic that erupted in the mid-1980s, sparking an unprecedented crime wave and heated turf wars among rival drug-dealing networks.

Second, many experts cite new tactics and strategies employed by police and other law enforcement agencies as a significant factor in declining crime rates. Traditionally content to randomly patrol the streets and investigate crimes after the fact, police departments throughout the nation became far more proactive in the 1990s. Some departments have shifted to community policing, or problem-oriented policing, in which police actively partner with community residents and organizations to identify and address problems in the community that foster crime and fear. Other departments have adopted zero-tolerance policies, aggressively prosecuting and interrogating perpetrators of even the most minor crimes to gather street-level evidence on criminal activities and to send a clear signal to would-be criminals. In 1998, former U.S. Attorney General Edwin Meese III, who served under President Reagan, said: "I believe the changes in policing are the most important factor in lowering the crime rate."

Nonetheless, juvenile crime remains a serious issue. Reported and unreported youth crime is a substantial challenge in this country, especially in many urban neighborhoods. Here's why:

• Both arrest records and self-reports gathered in confidential surveys indicate that adolescence is a period of heightened criminality and violence. The data reveal that violent crime rates rise significantly throughout adolescence, reach their peak at age 18, and then decline steadily throughout a person's 20s and 30s. Moreover, studies reveal that virtually all serious chronic adult offenders begin their criminal careers during childhood or adolescence.

• Despite the significant drop in youth crime and overall crime rates after 1994, many neighborhoods remain gripped by a continuing epidemic of fear and disorder. Much of it is perpetuated by youth and young adults who

hang out in public spaces, disrupt public order and commit lesser crimes such as vandalism.

• The juvenile justice and criminal justice response to crime in recent years, particularly the unprecedented arrest and incarceration rates for minority males, is leaving many urban neighborhoods devastated. In many cities, up to half of all young minority men are under the supervision of the criminal justice system (jail, prison, probation or parole). Once stained with a criminal record, many young men find it permanently difficult to find a stable place in the workforce. Sociologist William Julius Wilson cites the lack of "marriageable" men, caused partly by widespread incarceration, as a primary cause for urban neighborhood decline in recent decades.

Prevention or Punishment, Deterrence or Youth Development?

Helping Police Reduce Crime

Over the past two decades, state legislatures and the U.S. Congress have enacted a series of sweeping measures to "get tough on crime" – tougher laws, longer sentences, less lenient parole for adult offenders and fewer protections for juvenile offenders. To a lesser degree, states and the federal government have also experimented with a wide variety of crime-prevention strategies, including efforts to steer young people away from crime through new or expanded recreation, education, job training and counseling programs.

How effective are these strategies? The evidence provides some unexpected answers.

Fighting Crime with Incarceration. Increasing the likelihood and severity of punishment for criminals reduces crimes in two ways. First, it strikes fear into would-be criminals and deters them from committing crimes. Second, incapacitating criminals locks them away in jails or prisons where they cannot harm the rest of us. Surprisingly, however, experience has proven that deterrence and incapacitation have only modest effects on crime rates.

In recent years, two of the most popular state and federal anti-crime actions have been the enactment of "three-strikes" laws, which apply to felony convictions and increase the prison time served by repeat offenders and increased numbers of young offenders transferred to criminal adult courts. A study of California's three-strikes law, however, found that the crime rates in counties that have vigorously enforced that state's law have actually seen smaller declines in crime than in counties that have not aggressively enforced the law. Similarly, another study of youth under 18 years old who were transferred to adult courts demonstrated that transferring youth had little deterrent value. The short-term benefits of incapacitating offenders in the adult system were cancelled out when these offenders returned to their communities and committed more crimes than youth treated in the juvenile justice system.

Despite a recent wave of get-tough-on-crime initiatives, support is growing for helping youth 'get the right start in life.'

Fighting Crime Through Youth Development and Community-Based Crime Prevention. Few cities in America have developed a comprehensive, integrated mix of prevention strategies. Yet scattered all over the nation are promising initiatives, many of them highlighted here, that are making a significant dent in youth crime. Some initiatives are reducing the number of children who fall into patterns of delinquency. Others demonstrate successful efforts to redirect troubled youngsters away from delinquency and criminality. Still other initiatives address the community factors that foster crime.

Pointing to these early successes and the limited effects of imprisonment strategies, a growing chorus of criminal justice leaders and law enforcement communities has begun speaking out for increased investment in crime prevention:

• "Police leaders know America's commitment to putting criminals in jail must be matched by its commitment to

keeping kids from becoming criminals in the first place." – Bernard Parks, former Los Angeles Chief of Police

• "Our fight against crime must start in the highchair, not wait for the electric chair." – George Sweat, former Winston-Salem, N.C., Chief of Police

• "If we are to win the fight for the souls of America's children, if we are going to make America safe for our families, then we are going to have to invest in the services that help kids get the right start in life." – Matt Rodriguez, former Chicago Police Superintendent

• "Police know that we cannot just arrest our way out of the crime problem." – Thomas Frazier, former Baltimore Police Commissioner

These statements are not limited to a few individual voices in the criminal justice system. In a nationwide poll of police chiefs, 92 percent agreed that "America could sharply reduce crime if government invested more in programs to help children and youth get a good start." By a ratio of nearly four to one, chiefs chose "increasing investment programs that help children and youth get a good start" over "trying more juveniles as adults" or even "hiring additional police officers" as a strategy for reducing crime and violence in the long term.

Risk & Resiliency:
A New Paradigm for Youth Crime Prevention

What kinds of investment can make the greatest difference in helping children and youth "get off to a good start," as the nation's police chiefs urge? Throughout the 1970s and 1980s, private efforts and public resources primarily focused on programs aimed at preventing specific problems – alcohol and drug abuse, premature sexual involvement, delinquency, fighting and smoking. Careful evaluations of these programs found that few produced long-term success in controlling the targeted problem or offering other benefits to the youth involved.

Over the past 15 years, however, a growing body of evidence has accumulated to support a new paradigm for successful youth development, grounded in the concepts of risk and resiliency. Risk factors are conditions that predispose a young person toward delinquency and other problem behaviors. At the individual level, these conditions include early rebelliousness and anti-social behavior, alienation and favorable attitudes toward anti-social behavior. At the family level, they include domestic violence, substance abuse and inconsistent or overly harsh discipline. At the school level, the conditions include early academic failure and lack of bonding to school; at the peer level, association with delinquent peers or peer groups; and at the community level, high rates of drugs, violence, poverty, and disorder and lack of community cohesiveness.

Only 14.2 percent of violent youth crime is committed between the hours of 11 p.m. and 7 a.m. In contrast, 47 percent of violent youth crime is committed in the after-school hours between 2 p.m. and 8 p.m.

Resiliency, called "protective factors" by some experts, can also occur at the individual, family, school, peer and community levels. They include such things as an optimistic temperament, intelligence, strong attachments to parents and other caring adults, connection to "pro-social" friends and school success. The Minnesota-based Search Institute has developed a framework of 40 "developmental assets" that youth require to grow up and become healthy, competent and caring adults. These assets, which include both external factors (at the family, school, neighborhood and peer levels) as well as internal factors (commitment to learning, positive values and social competencies, etc.) highly correspond with young people's success. The more assets a young person possesses, the greater the likelihood he or she will achieve academically and avoid delinquency, violence and other problem behaviors.

Viewed through the lens of the risk and resiliency paradigm, delinquency prevention, as well as prevention of other negative behaviors, becomes a challenge of reducing risk factors and heightening resiliency. Given that many risk and resiliency factors (and developmental assets) occur at the community level, the challenge to communities becomes clear: maximizing the community support provided to young people and minimizing the community risk factors that propel youth toward crime.

When is Prime Time for Juvenile Crime?

One of the most common community responses to youth crime in recent years has been the enactment of curfew laws, making it illegal for minors to be out on the streets during late night hours. While some communities have reported declining crime rates during these curfew hours, late-night curfews cannot prevent most youth crimes because the restricted hours are not the prime time for youth crime.

According to an in-depth study of youth crime patterns published by the federal Office of Juvenile Justice and Delinquency Prevention, only 14.2 percent of violent youth crime is committed between the hours of 11 p.m. and 7 a.m. In contrast, 47 percent of violent youth crime is committed in the after-school hours between 2 p.m. and 8 p.m. Thus, to make a significant difference in youth crime rates, communities must focus their attention on the key after-school period.

Effective Communities

A growing number of youth experts espouse an important new direction for youth development – soliciting and engaging young people in problem-solving, leadership, advocacy and direct service.

An important concept for understanding the youth crime challenge is what criminologist Robert Sampson has labeled community efficacy, defined as social cohesion among neighbors combined with their willingness to intervene on behalf of the common good. In a study of Chicago neighborhoods published in *Science*, Sampson found that even when controlling for poverty, racial composition and other demographic factors, collective efficacy is linked to reduced violence. The greater the density and multiplicity of interpersonal networks within a community, Sampson concluded, "the greater the constraint on deviant behavior."

Effective Community Responses: 20 Strategies to Reduce Youth Crime and Steer Young People toward Success

Working together, community-based organizations, youth development agencies and the criminal and juvenile justice systems can mobilize community residents and youth themselves to steer young people away from crime and toward positive futures.

What must be done? Increasingly, experts call for three areas of action:

• Making your community a healthier and more supportive place for young people – a place that provides children and youth the guidance and the opportunities needed to avoid crime and achieve success.

• Reaching out to young people in trouble, providing high-risk young people with the services, support and supervision necessary to avoid delinquency and related problems like academic failure, premature parenting, substance abuse and long-term poverty.

• Working with police, community residents and neighborhood agencies to resolve the problems and conditions in your community that foster crime.

Young people themselves can be your partners in community improvement, rather than obstacles to progress.

Each of these areas offers you, your organization and your community many avenues to take constructive, collaborative action to reduce youth crime and help young people gain access to opportunities and achievement. Young people themselves can be your partners in community improvement, rather than obstacles to progress. The following pages outline 20 strategies for community-based youth crime prevention. Each is described in general terms, and then illustrated with one or more actual examples of successful efforts from across the nation.

In the end, no single strategy is likely to resolve or even substantially reduce youth crime in your community. To make a dramatic difference against youth crime, communities must come together, undertake careful planning and then mount sustained, coordinated and multi-pronged action targeted to their own particular needs and resources. However, these 20 strategies provide an excellent place to start responding effectively to the youth crime challenge in your neighborhood.

Community Youth Development

Juvenile crime is not an isolated phenomenon. Academic research and community-based experience confirm that the young people who are committing criminal acts are the same young people who are failing in school, experimenting with drugs and alcohol and parenting prematurely. Instead of taking an active part in organized education, recreation and extra-curricular activities, these children drop out, surround themselves with anti-social peer groups and increasingly isolate themselves from the institutions and values of the larger society.

What do young people need to avoid these "rotten outcomes," to use the phrase of social policy scholar Lisbeth Schorr? Increasingly, experts agree that the answers for preventing each rotten outcome are essentially the same. To be successful, young people need to develop what the International Youth Foundation has termed the Four Cs:

- **Competence**: academic and vocational skills, and personal, social and civic awareness
- **Confidence**: a sense of self-worth, mastery and optimism for the future
- **Character**: responsibility, self-discipline and ethics
- **Connection**: a sense of belonging to, feeling safe in and contributing to the institutions of society

To develop these essential positive attributes, young people require an array of supports, resources and opportunities from their families, schools and communities:

- Time and attention from **caring adults**
- **Safe, stable places** to live, learn, work and play
- **Quality education** characterized by rigorous curricula, high expectations and effective teaching
- Exposure to and preparation for the **world of work**
- **Opportunities to serve** and contribute, and to become respected members of their communities

By providing young people with these resources, supports and opportunities, communities can play an important role in buttressing the efforts of parents and teachers to foster the healthy development of youth and steer them away from delinquency and other negative behaviors.

Strategy #1
Provide Gap Activities

The Challenge

American adolescents spend 40 percent of their waking hours in discretionary activities – attending school, doing homework, eating, doing chores at home or working for pay. Many adolescents spend all or most of this time without companionship or supervision from responsible adults. They watch television in startling amounts – 21 hours per week for the average teenager – and they spend countless hours either alone or unsupervised with their peers.

These so-called gap periods (after school, weekends, summers and vacations) are times of significant risk for young people. Not only are the after-school hours the prime time for youth crime, they are also peak periods for substance abuse and sex. Summers and weekends also are times of heightened risk. But gap periods can be times of tremendous opportunity for young people – if their communities offer them the chance to participate in organized, constructive activities that keep them off the streets, out of trouble, connected to caring adults, and engaged in positive learning and skill-building.

In fact, the availability of gap activities represents one of the great differences between high-poverty, high-risk neighborhoods and middle-class neighborhoods. When researchers from the Chapin Hall Center for Children compared the opportunities offered to youth in two Chicago-area communities – a central-city neighborhood populated primarily by low-income minority families and a more affluent suburban town whose population was predominantly white – they found striking differences. The central-city neighborhood had less than one-fourth the number of community facilities per child and offered less than one-third

the number of gap activities per week. Meanwhile, the suburban neighborhood's public schools offered seven times as many extracurricular activities as central-city schools, and its park district offered eight times as many activities.

Recently, Public/Private Ventures, a youth policy research and demonstration firm, surveyed young people in relatively poor neighborhoods in three cities: Austin, Texas; St. Petersburg, Fla.; and Savannah, Ga. The time-use data show that youth use a significant amount of time unproductively. And large numbers of youth in these neighborhoods are not involved in any structured activities. At the same time, the data suggest that youth involved in these activities benefit from that involvement: They do better in school and have a better sense that they can do things for themselves.

Opportunities for Action

What can you, your organization and your community do to provide neighborhood youth with structured gap-period activities that offer somewhere to go and someone to look out for them? Your imagination and your capacity to raise resources from public and private sources, mobilize volunteers and coordinate activities are the only limits to your options. Here are some examples:

- Organize and recruit sponsors for a sports league.
- Offer recreation programs.
- Sponsor tutoring or other academic-enrichment projects.
- Provide job-shadowing and career-exploration activities.
- Secure paid part-time jobs for young people.
- Organize community service projects.
- Convene life-skills training workshops.

The impact of gap activities on juvenile crime can be substantial. For instance, when Canadian authorities provided an intensive after-school program in sports, music, dancing and scouting for youth ages 5 to 15 in a public housing complex over 32 months, the juvenile arrest rate declined 75 percent. In the same time period, arrests of juveniles in a nearby housing project without gap programming rose 67 percent. Sixteen months after the program ended in the targeted complex, juvenile crime rates had risen back to their prior levels.

Promising Initiatives

Many American cities have launched aggressive initiatives in recent years to expand after-school program opportunities for youth. In New York City, the Open Society Institute has committed up to $25 million per year for five years to its affiliate, the After School Corporation (www.tasc.org), which is supporting the development of new school-based, after-school programs throughout New York City. The Open Society Institute committed these funds in 1998 in the form of a challenge grant – requiring other public agencies to commit three dollars for every one dollar from the Open Society Institute. By September 1999, the first 75 programs began operating in New York City, serving roughly 20,000 young people.

Other cities support increased gap programming in different ways – often with highly promising results:

- In 1997, when Baltimore County, Md., established a new Police Athletic League program in the Lansdale community serving 4,000 youth ages 7 to 17, the neighborhood's juvenile crime rate dropped by 33 percent in just one year.

- In the early 1990s, when Ft. Myers, Fla., launched the Success Through Academics and Recreational Support (STARS) program for youth and opened a new youth center in a particularly troubled neighborhood, juvenile arrests dropped by 28 percent. In 1999, the youth center continued to serve 200 to 250 young people daily in its after-school program and after-hours activities from 5 p.m. to 9 p.m. each evening. In the summer months, STARS also operates a summer camp for 225 youngsters from 7 a.m. to 5 p.m. each day.

- When Phoenix, Ariz., opted to keep its recreational facilities open for longer hours during the summer, juvenile crime rates dropped 55 percent.

Strategy #2
Maximize Learning, Skill Development and Adult Guidance in New and Existing Gap Activities

The Challenge

Recruiting young people off the streets and into gap activities clearly can help reduce the incidence of crime and delinquency in your community in the short term. But youth development experts caution that long-term benefits for individual young people result from sustained quality programs that help youth prepare for successful adult lives.

The most effective programs are not designed simply as time-fillers to keep young people out of trouble. They are not narrowly targeted to prevent problems or to "fix" young people by teaching them to avoid specific problem behaviors such as drinking, smoking, drug abuse, unprotected sex, truancy, school failure, violence or delinquency. Rather, the most effective gap activities incorporate a positive youth development framework by building on young people's assets and helping them develop the four Cs of competence, confidence, character and connection to build on their assets and help them prepare for adulthood.

Opportunities for Action

In 1998, Columbia University youth scholars Jodie Roth and Jeanne Brooks-Gunn reported in the *Journal of Research on Adolescents* that three general themes emerge from evaluations of youth development programs. First, programs incorporating more elements of the youth-development framework show more positive outcomes. Second, caring adult-adolescent relationships are key but not limited to one-to-one mentoring. And third, longer-term programs that engage youth throughout adolescence are most effective.

The key elements of this youth-development framework offer young people opportunities to build the skills and competencies needed for success in the adult world, including:

- Academic and critical-thinking skills
- Career awareness and work readiness
- Computer competency
- Leadership and communications skills
- Teamwork and interpersonal skills
- Time and resource management

Young people need the self-confidence derived from ongoing connection with caring adults and participation in community service activities that make a positive difference in their communities.

Promising Initiatives

How large a difference can positive youth-development programs have in adolescents' lives? Consider the results of the Quantum Opportunities Program (QOP), a demonstration project operated in five cities by the Opportunities Industrialization Centers of America from 1989 to 1993 with support from the Ford Foundation. The project identified 50 youngsters in each city, all of them eighth-grade public school students whose families received public assistance. In each city, youth were randomly assigned to a treatment and control group. For four years, youth in the treatment groups participated in ongoing academic enrichment, personal development, career exploration and community service activities, plus informal counseling. They received a modest stipend (one dollar per hour to start) for each hour they spent in project activities; another dollar per hour went toward a scholarship fund to pay college or post-secondary training costs.

After four years, participating youth proved to be less than half as likely to drop out of school than those in the control groups who did not receive any assistance. Program participants earned high school diplomas or GEDs at a far higher rate than non-participants (88 percent vs. 54 percent) did. In addition, participants had fewer than half as many arrests and one-sixth as many convictions as control group youth.

Given its heavy annual costs – more than $2,500 per young person – few communities could afford the QOP model in its entirety for large numbers of young people. But you can apply the lessons of its success and a mountain of

other adolescent development research. Young people respond best when they are challenged and encouraged to undertake meaningful activities that build their skills, heighten their self-confidence, prepare them for the world of work, connect them to mainstream institutions, and provide ongoing relationships with caring adults. The more of these elements your community can provide to children through gap activities, the greater your impact will be on the lives of young people – and the lower the chances that these young people will engage in criminal or delinquent activities in your neighborhoods.

In New York City, three youth agencies have taken that message to heart and provided extensive youth-development opportunities for large numbers of youth. Alianza Dominicana serves the predominantly Dominican population in the Washington Heights and Inwood sections at the north tip of Manhattan. It provides computer instruction, attendance improvement and dropout-prevention programs, job training and placement services for in-school and out-of-school youth, leadership development, entrepreneurship, and other youth opportunities. Youth also engage in political action activities such as voter registration and advocacy.

Among its many programs for children and youth in Central Harlem, the Harlem Children's Zone sponsors a student-run newspaper and a cable television station. They offer conflict resolution training and extensive recreational and educational-enhancement activities – including a five-year Saturday academy aimed at college preparation. Also based in Harlem and serving city-wide youth, The Valley annually provides leadership training, educational assistance, job-readiness and work experience and recreational activities for 5,000 youth.

All three organizations also provide family counseling and other assistance to parents and families in their neighborhoods. Alianza Dominicana and the Harlem Children's Zone participate in substantial community economic development projects designed to reinvigorate the neighborhoods they serve.

In Albuquerque, N.M., Youth Development Inc. (YDI) has been working with young people for more than 30 years. Launched as a juvenile justice agency, YDI serves 14,000 youth per year through 30 different programs across 60 sites. The programs range from recreation and arts activities to academic enhancement to gang interventions. YDI employs nearly 500 individuals, half of whom are under 25.

Strategy #3
Create Safe Spaces for Youth

The Challenge

Gap programs – especially high-quality programs emphasizing positive youth development – can play an important role in reducing negative behaviors and nurturing young people toward success. But programs are not the beginning and the end of community youth development. Given the limited number of young people typically served by formal youth programs and the limited number of hours these programs typically operate, communities must think beyond discrete programs and consider a larger vision of youth development. How can the community improve the overall atmosphere in which children grow up? How can it protect children from the dangers of society – drugs, gangs, violence, etc. – and connect children and youth with responsible adults, pro-social activities and mainstream institutions?

One clear challenge is to help shelter young people from the dangers they may feel walking around your neighborhood and to address their lack of safe, appropriate recreational spaces. As part of its youth survey in Austin, St. Petersburg and Savannah, Public/Private Ventures asked young people how safe they feel in their neighborhoods. In each city, at least 60 percent felt that their neighborhoods suffer "some" or "a lot of" crime, and between 38 percent and 52 percent in the different cities said that they don't do some activities because they are located in unsafe areas of their neighborhoods. At least 40 percent of the young people in each city said that fighting was a major problem. Forty-five percent cited lack of caring by police as a serious problem as well.

Opportunities for Action

In recent years, a growing number of cities and neighborhood organizations have responded to these realities by opening new youth centers or community centers. These meccas offer young people (and sometimes their parents and neighbors) a place to do homework, join clubs, take part in structured activities, play sports and secure needed health and social services. Generally, these new centers have taken three forms: school-based "beacon" centers, boys and girls clubs and free-standing youth centers.

Promising Initiatives

The Beacon Schools concept was initiated in New York City in 1991, when the Department of Youth Services designated 10 public schools to open their doors in the non-school hours to a wide variety of youth and community programs. "The program is designed to keep open what, in most communities, is the only decent building for young people literally three times as many hours, and to provide a wide range of opportunities for them and their families," said Richard Murphy, former commissioner of youth services who helped launch the Beacons. Since 1991, the Beacons idea has spread rapidly, not just in New York City, which now operates 76 centers citywide with annual funding of $36 million, but also in a host of other cities including Denver, Minneapolis, San Francisco, Savannah, Ga., and Oakland, Calif. An evaluation of New York's Beacon program found that 75 percent of participants attended their neighborhood Beacon five times or more in the preceding two weeks. Eighty-five percent considered it a safe place, and 70 percent to 80 percent of youth described the Beacon as helpful to them in avoiding drug abuse, avoiding fighting, doing better in school and becoming a leader.

The Boys & Girls Clubs of America provides supervised recreational and educational activities for some 3 million young people each year in more than 2,000 centers throughout the nation. In the 1980s, when Boys and Girls Clubs opened new clubs in five public housing projects and offered participating youngsters substance abuse prevention training, the housing projects saw a 13 percent drop in overall crime and a 22 percent drop in drug activity. The percentage of vandalized apartments decreased in complexes with the new clubs, while increasing in other housing complexes without clubs.

In other cities, youth organizations and neighborhood leaders have created freestanding youth centers. In New York City's Soho neighborhood, The Door (www.door.org) is a massive youth center providing health care, academic enhancement, GED training, career readiness, legal aid, arts and recreational services for 6,000 young people (ages 12 to 21) per year from all boroughs of New York City. Often using abandoned old buildings, stand-alone centers also have opened in Portland, Ore.; Seattle; Sunnyvale, Calif.; Hampton, Va.; and Battle Creek, Mich. These centers are dedicated exclusively to benefiting youth. In several instances, youth themselves have taken a central role in designing them.

For community-based organizations, using real estate expertise to develop, design and finance a community youth center – either independently or in partnership with youth-serving agencies – might be the single most valuable contribution your organization can make to support youth development and reduce youth crime in your neighborhood.

Strategy #4
Increase Adult Guidance and Support for Young People

The Challenge

Research on adolescence consistently points to one factor above all others as the key to young people's future success: ongoing support and encouragement from one or more caring adults.

Traditionally, parents have provided this adult guidance with reinforcement by teachers, extended family members, coaches, clergy and neighbors. In our rapidly changing society, however, adult care and guidance have significantly decreased in recent decades. Parents have less time to devote to their children, as more young people are raised in

single-parent families and more mothers are employed outside of the home. Active membership in religious congregations has declined. Increased mobility has dramatically reduced the role of aunts, uncles, grandparents and other relatives in the lives of children. Meanwhile, neighborhoods have grown more dangerous and less cohesive.

Opportunities for Action

Fortunately, many settings offer young people individualized attention from caring adults – extra-curricular school activities, sports teams, jobs and internships, to name just a few. Perhaps the most direct way to increase the amount of adult attention provided to youth, however, is through one-to-one mentoring programs, such as those affiliated with national mentoring networks like Big Brothers Big Sisters of America and One-to-One (www.mentoring.org). These programs – for which the demand from children in most cities far outstrips the supply of willing adult volunteers – have proven extremely beneficial in the lives of young people.

Before launching or expanding a mentoring program in your community, take care to heed these best practices:

- a stringent screening for volunteers that includes police checks as well as personal and employment references to ensure the volunteer is fully committed
- a matching system that takes into account the preferences of youth, their parents and volunteers
- helpful, consistent support and supervision of mentor-youth matches

One way to ensure that your program follows best practices is to ally it with one of the national mentoring organizations and its requirements and protocols. The combination of technical assistance and name recognition with funders can be invaluable.

In recent years, mentoring provider agencies have employed two new strategies to address the shortfall of mentor-volunteers in most communities and to reduce the percentage of mentor-youth relationships that fail to take hold. One strategy is to target specific populations for recruitment as mentors, including seniors, college and high school students (to mentor middle and late elementary school children). Another strategy is to focus mentoring activities around a specific site, such as a school, after-school program, corporation or church, rather than in the community at large.

Promising Initiatives

According to a 1995 national study of the Big Brothers Big Sisters programs, young people between the ages of 10 and 16 assigned a mentor initiated drug use 46 percent less than similar youth who applied for a mentor but were randomly assigned to a waiting list. Youth with mentors were 27 percent less likely to initiate alcohol use, and 32 percent less likely to hit someone, and skipped 52 percent fewer school days than waiting-list youth.

In 1997, Colin Powell launched America's Promise, a national alliance dedicated to mobilizing support for positive youth development. To date, America's Promise has secured commitments of time, money and in-kind assistance from 441 corporations and organizations nationwide, many of them focused on increasing adult guidance for young people. Based in Washington, D.C., the National Mentoring Partnership has developed mentoring initiatives in 19 cities nationwide. In addition, the federal Office of Juvenile Justice and Delinquency Prevention supports dozens of mentoring projects nationwide through its Juvenile Mentoring Program (JUMP) (www.ojjdp.ncjrs.org/jump).

Strategy #5
Support the Schools in Your Community

The Challenge

Quality gap activities and mentor relationships can be invaluable aids in guiding young people to success and helping them stay out of trouble. However, the nation's primary youth development institution remains the school. Despite some public schools' successful efforts to improve test scores and reduce dropout rates, many schools do not adequately provide children the academic skills or the

socialization they will need to succeed in society. Lack of attachment to school and lack of success in academic learning are highly correlated with delinquency and other negative youth outcomes.

Opportunities for Action

While long-term reform and improvement of schools and school systems are extremely complex and time-consuming processes, parents, businesses and community organizations have an important role to play. Community residents and institutions also can support important, shorter-term endeavors to help schools meet the needs of their students. Some of these bear directly on the goal of reducing youth crime and delinquency, such as supporting school-based social-skills development projects and conflict resolution training. Others focus on dropout prevention and college preparation. Finally, an increasing number of community organizations are creating new schools in neighborhoods where the public school systems have not met the educational needs of children.

The nation's primary youth-development institution remains the school.

Promising Initiatives

Community-Based School Reform. More than 650 schools nationwide have adopted the Comer School Development Program (SDP) (www.info.med.yale.edu/comer) developed at Yale University. First developed in 1968 and used primarily in elementary schools, SDP employs three main strategies to transform the school culture:

- an elected school management team, comprised of parents, teachers and guidance staff, and school administrators to guide school policy

- intensive parent outreach, including daily volunteering activities for parents, frequent social activities for parents at the school, and services for parents, such as GED instruction, food/clothing banks and parent resource centers

- a support team of school counselors, psychologists, nurses and teachers to develop, implement and individually monitor needy students and to optimize the school's overall climate

In several evaluations, long-troubled schools have seen dramatic improvements after implementing SDP. For instance, one Paterson, N.J., middle school jumped from being the worst of 34 district schools in 1995 to first in 1996 in the percentage of students passing an Early Warning Test.

Social Skills Development. Over the past decade, a number of school-based programs have been developed to help students develop the awareness and social skills to resist peer pressure, avoid negative behaviors and resolve tense situations without resorting to violence. Combining teacher, parent and student training for elementary school students in Seattle public schools, the SDP significantly improved students' attachment to school and significantly reduced the levels of violence, school suspensions, sexual activity and pregnancy, not just in the elementary school years but throughout high school as well. Though not geared specifically to crime prevention, the Life Skills Training Program, a 30-unit classroom training for middle schools, has more than halved the rate of polydrug use (use of alcohol, marijuana and tobacco) by students.

Conflict Resolution. Developed in Brooklyn, the Resolving Conflicts Creatively Program (RCCP) (www.ncrel.org) model serves 5,000 teachers and 150,000 young people in 350 schools nationwide, including New York City Public Schools and nine other school systems. Unlike many conflict resolution initiatives, RCCP employs a multi-dimensional strategy. It includes classroom-management training for teachers, a conflict resolution curriculum for students, peer mediation involving students to resolve disputes, parent outreach and training, and training

for administrators aimed at transforming the school's culture to minimize conflict and promote creative, nonviolent conflict resolution and respect for diversity. An evaluation in Atlanta found that suspension rates decreased in middle schools that implemented RCCP, while increasing in schools that did not employ RCCP. At the high school level, dropout rates declined significantly in the schools where RCCP was implemented, while increasing in other high schools. The New Mexico Center for Dispute Resolution has also achieved positive results using a process involving both conflict resolution curricula and peer mediation. Statewide, public schools at the elementary, middle and high school levels have implemented the program, and it has been exported to schools and school districts in several other states.

Dropout Prevention and Career/College Preparation. Communities in Schools (CIS) (www.cisnet.org) is a national dropout-prevention initiative operating in more than 1,000 project sites serving 250,000 students at high risk of dropping out, many of whom are already engaged in delinquency and other negative behaviors. In most sites, CIS programs operate within high schools and eligible students are enrolled in a CIS class during the school day. Each student is assigned a case manager who counsels the student and his or her parents, and oversees or makes referrals for needed services. In the classroom, students may take part in life-skills instruction, career preparation, community service and tutoring by community volunteers. In a national study of CIS completed in 1997, 80 percent of the students who participated in CIS services were still in school or had graduated three years later. Seventy percent of students with high absenteeism prior to participation in CIS improved their attendance, and 60 percent with initial low grades improved. Of those students with the lowest grades (GPA below 1.0), 79 percent raised their GPA, with an average increase of a full grade point. In some sites, local CIS programs serve targeted youth in alternative schools or academies, rather than within a traditional high school setting.

Creating an All-New School. Amid growing national debate over school choice and vouchers to help support the private-school tuition for children in under-performing school districts, a number of community organizations have taken matters into their own hands, establishing and operating brand new schools of their own. Needless to say, creating a successful school poses immense challenges. But the results can be impressive. The schools, sometimes called charter schools, are typically much smaller than other public schools. Often, they use an alternative curriculum that connects learning to students' cultural, community and career interests. In New York City, South Bronx Churches created an exciting new high school in a neighborhood where only 35 percent to 40 percent of youth graduate on time from high school. Few attend college and fewer still engage in meaningful community leadership or service efforts. By infusing leadership training into the curriculum and connecting instruction to real issues in the South Bronx community, however, the Bronx Leadership Academy High School has quickly demonstrated that South Bronx youth can be motivated to learn and achieve. Remarkably, every member of the school's 1998 and 1999 graduating classes has been accepted by at least two colleges. For the 1999-2000 school year, 4,000 youngsters applied for the school, which has space and staff for only 125 students.

Strategy #6
Expand Second-Chance Education and Training

The Challenge

One of the most revealing characteristics of national crime patterns involves educational levels. In a country where seven of every eight (87.4 percent) young adults ages 25 to 29 has a high school diploma or GED and more than half (57.1 percent) have attended some college, more than three-fourths of the inmates in America's state prisons are high school dropouts.

As of 1997, America was home to more than 3 million people ages 18 to 24 without a high school diploma and not enrolled in school. The economic prospects for these dropouts are bleak, and growing bleaker by the year. Barely one-third (34.9 percent) of out-of-school dropout youth held full-time jobs in 1997, and less than half (49.5 percent) were working in any job at all. By contrast, 60 percent of 18 to 24 year olds with a high school diploma or GED but no college held full time jobs in 1997, and an even greater percentage of college-educated youth worked full time.

More than three-fourths of the inmates in America's state prisons are high school dropouts.

This limited population of dropouts comprises the bulk of young people committing crimes and filling the prison system (at $20,000 plus per inmate per year, not counting the human and financial costs of the crimes committed). That is why providing second-chance education and training opportunities makes good sense. Yet few communities, and few federal, state or local programs, concentrate on working with this hard-to-serve population.

Opportunities for Action

Several program models have proven effective with out-of-school youth. Some, like YouthBuild and Service Corps (including Urban Youth Corps), combine academic instruction and life-skills training with paid work experience in community service projects for up to one year, helping participants to earn their GEDs and prepare for successful entry into the workforce. While these programs are often expensive – $10,000 or more per participant per year including stipends – costs are typically offset by the value of the community service work performed and participants' increased earnings following graduation.

Other programs employ a work-first philosophy, demonstrating success with dropout youth through short-term job readiness and attitudinal training, coupled with intensive job search, job placement and follow-up support. These programs are far less expensive than the more intensive programs described above, and some have produced excellent rates of both job placement and job retention. (However, without either academic instruction or vocational training, these programs are often unable to help out-of-school youth qualify for stable, well-paying jobs.)

Promising Community Initiatives

YouthBuild combines GED instruction, leadership development and on-the job training in the construction trades as out-of-school youth, many of them juvenile offenders, build or renovate low-income housing in their own communities. With federal, state, local and private funding, more than 100 communities in 40-plus states operate YouthBuild programs, which have been shown to boost participants' GED completion and their entry into quality jobs in construction and other fields.

Service Corps projects, modeled on the Civilian Conservation Corps of the 1930s, provide a combination of education, community service, life skills training and orientation to the work world. The California Conservation Corps, a state-funded program operating 11 residential centers and more than 20 non-residential centers, annually assigns about 1,700 18- to 23-year-old youth to participate in educational experiences and work in crews to perform environmental conservation and other community service projects. Since its founding in Boston in 1988, City Year has graduated 4,000 young adults from its year-long community service programs. Now operating in 14 sites nationwide, City Year serves more than 1,000 corps members per year. Overall, the National Association of Service and Conservation Corps reports that more than 100 service corps programs were operating as of 1999, serving some 26,000 young adults each year.

The East Harlem-based STRIVE program in New York City, replicated in several cities nationwide, provides short-term job-readiness and placement training. In 1994,

it placed 77 percent of its young-adult participants into jobs following just three weeks of training. With ongoing follow-up assistance, STRIVE reported that more than 80 percent of the graduates were still employed two years after placement.

Strategy #7
Provide Opportunities for Youth to Build Leadership Skills and Contribute to Their Communities

Many young people feel a deep sense of alienation and disconnection from their own communities, contributing to a lack of self-esteem. Youth need opportunities to establish their self-worth and receive affirmation of their place and role within the community. Adult leaders often fail to tap into essential youth skills, such as problem solving and decision-making, that can effectively change conditions and attitudes within a community. Adults must recognize that youth have a stake in their communities and need to be substantially involved in addressing community problems, particularly juvenile violence and victimization.

– U.S. Department of Justice,
National Juvenile Justice Action Plan, 1997

The Challenge

Increasingly, community development experts have found that young people can be valuable partners, identifying and addressing community needs, including the need to control crime. Coincidentally, youth development experts have come to recognize that young people also need opportunities to contribute – to develop leadership skills, work alongside adults and assume adult roles, make a contribution and be valued members of society.

Participants in Youth As Resources (YAR), a national youth service initiative coordinated by the National Crime Prevention Council, demonstrated developmental gains in self-confidence, self-esteem and personal responsibility, while learning applied skills and clarifying their educational and career goals. YAR also has proved beneficial for agencies utilizing youth volunteers, due to both the youths' accomplished work and the agencies' increased appreciation of youth. In two surveys of adults involved in YAR programs, nearly 90 percent recommended that their agencies continue sponsoring YAR-type programs.

Opportunities for Action

What kinds of youth can you involve successfully in community service and leadership activities? The answer is simple: all kinds, from serious juvenile offenders to middle and high school students, to dropouts and other out-of-school youth. As noted in the prior section, YouthBuild and youth service and conservation corps programs have proven successful in helping out-of-school youth re-connect with education and learn valuable vocational and life skills while performing valuable community service projects. The federal AmeriCorps program sponsors thousands of young adults each year for yearlong community service assignments offering living stipends and college scholarships.

'Adults must recognize that youth have a stake in their communities.'

However, youth don't have to be enrolled in a major program to participate in service activities.

Your organization can involve youth in visiting seniors, tutoring and mentoring younger youth, cleaning up their neighborhoods or conducting community education about lead poisoning and other health and environmental concerns. The needs and opportunities for youth service are unlimited.

More and more youth-serving agencies and other community-based organizations have begun to involve youth in their governance and management, often with excellent results. Such efforts help both to improve agencies' responsiveness to the real needs of youth and provide positive developmental opportunities. Many community-based youth organizations conduct applied leadership training for

neighborhood youth, combining classroom instruction and group discussion with hands-on projects to identify and address needs and problems in their communities.

One particularly promising strategy is youth mapping. Block by block, young people survey their neighborhoods to identify available resources, including services, opportunities, supportive adults and places to go, as well as problem locations and things they would like to change. Youth mapping offers young people an opportunity to learn about their neighborhoods and build critical thinking, organization, teamwork, communication and other skills. Equally important, it provides adults an important new glimpse of their communities, and gives youth and adults a way to work together to develop new strategies to better meet the needs and aspirations of young people.

Promising Community Initiatives

With support from the Washington, D.C.-based Center for Youth Development and Policy Research, a prime sponsor of the youth mapping concept, young people in Oakland, Calif., completed an intensive youth mapping exercise. From the results, they prepared funding proposals to address needs and opportunities identified in the mapping process, raising a remarkable $1.6 million to support new and expanded youth services in Oakland.

Youth mapping also can be applied directly to the issue of neighborhood safety. After young children from San Francisco's St. John's Urban Institute told an instructor that they didn't feel safe in their neighborhood, the teacher asked the children to list things that made them feel safe or fearful when they walked through the neighborhood. The teacher walked with the children through the neighborhood identifying the safety signs and danger signs they observed and afterward marked up a map of the neighborhood indicating safe and unsafe areas. Once the map was completed, students and teachers decided to create a "safe corridor" through the neighborhood by asking all merchants there to agree to phone police any time a child felt threatened or endangered. Out of this exercise, the St. John's Educational Threshold Center produced a manual and activity guide for other organizations interested in involving children in safe streets projects.

The National Crime Prevention Council's Teens, Crime and the Community initiative is working in 31 states both to educate young people about crime, crime prevention and victimization, and to involve them in crime prevention activities in their communities. These service projects include mentoring younger children in crime prevention, forming school-based crime watch projects, developing conflict resolution and peer mediation projects, acting as escorts for frail seniors, and producing and performing plays, skits and presentations to heighten awareness of crime and drug issues.

Strategy #8
Promote Healthy Starts for Infants and Toddlers

The Challenge

The pathways toward crime are paved in childhood, often early childhood. That is why the most successful crime prevention initiatives weren't designed to prevent crime, but rather foster effective parenting and the healthy development of infants and toddlers.

The Syracuse University Family Development Research Program provided parenting education, home visits, early childhood education, nutrition and health and safety support beginning when mothers were pregnant and continuing until children turned five. The youth participating in the program were less than one-tenth as likely to become delinquent than non-participants. By age 15, only 1.5 percent of targeted children had ever been delinquent. By comparison, 17 percent of a randomly assigned control group (more than 10 times as many) had been arrested, and nearly 10 percent were already chronic offenders.

The Perry Pre-School program, which provided intensive parent education and two years of high-quality pre-school instruction to high-risk children in Michigan in the late 1960s, also dramatically reduced future criminality among

participants. By age 27, only 7 percent of the Perry youth had been arrested five times or more in their lives. By comparison, five times as many youth (35 percent) in a randomly assigned control group who did not take part in the Perry classes were arrested five times by age 27.

Opportunities for Action

Effective early childhood interventions can have a dramatic impact not only in reducing future criminality but also in improving important life outcomes such as school completion, college attendance, self-sufficiency and career success. Yet most states and cities have not replicated these programs. In fact, many towns and urban neighborhoods suffer severe shortages in affordable, quality licensed child care centers.

How can communities effectively nurture the healthy development of infants and toddlers? Here are three promising strategies:

- Home visiting and parenting instruction for high-risk parents during pregnancy and the first years of a child's life

- Support for early childhood learning, both through preschool education and intergenerational learning programs that show parents how to be their children's first teachers

- New child care facilities and early childhood education centers in underserved communities

Promising Initiatives

Hawaii developed the nation's first statewide home visitation program, Healthy Start, to prevent child abuse and promote healthy development of newborn babies. When Hawaii first piloted Healthy Start in the mid-1980s, not a single case of physical abuse was reported among the first 234 families to participate, and only four cases of parental neglect were found. The program serves an estimated 40 percent of all eligible Hawaii families. It includes two components: early identification of high-risk families by staff in hospital maternity wards, and home visiting by trained paraprofessionals to help manage family crises, link families with needed services, teach and model effective parent-child interaction, and ensure that all children receive proper medical care. Healthy Start has inspired hundreds of communities nationwide to implement their own home visiting programs, often with support from Healthy Families America, a national training and technical assistance initiative, and often working hand in hand with community organizations to provide needed services for participating parents and children.

The Home Instructional Program for Pre-School Youth (HIPPY) shows parents how to nurture the cognitive development of their children by reading to them and stimulating learning activities. Founded in Israel, the model was imported to Arkansas by that state's then-First Lady Hillary Clinton in the 1980s, and has since been replicated in more than 100 sites in some 30 states, plus the District of Columbia and Guam. The Enterprise Foundation introduced HIPPY to Sandtown-Winchester in Baltimore, where the program helped one Baltimore school raise reading scores from near-worst to first in the city's public school system.

A Michigan pre-school and parent-education program dramatically reduced future criminality among participants.

Providing in-home parenting instruction to new parents, Parents as Teachers, has been replicated in more than 1,000 sites throughout the nation and around the world. Evaluations show that the program results in improved parent-child communication, reduced developmental delays among children and significantly reduced rates of reported child abuse. The National Center for Family Literacy, based in Louisville, Ky., provides training and technical assistance for programs blending adult literacy instruction for parents, early childhood education and joint parent-child education sessions to improve parenting skills.

When the Mid-Bronx Senior Citizens Coalition asked neighborhood residents about their most pressing concerns

in the early 1990s, the lack of quality affordable child care emerged as a major need. But resources for developing new child care centers proved extremely scarce. With help from the Comprehensive Community Revitalization Program, Mid-Bronx applied for and received federal funds to launch a new Head Start program.

Enlightened Action for Troubled Youth

In 2000, an estimated 2.4 million youth under the age of 18 were arrested in the United States. The arrest rate has increased substantially over the past decade and a half, as cities, states and the federal government have responded to public fears about crime with stepped-up law enforcement.

But who are these young offenders? Who are the countless other youth who have not been arrested, but are knee-deep in delinquency or high-risk behaviors? What happens to youth in the court system? What opportunities and what supervision are offered to troubled and misbehaving youth on the streets? What works in steering them away from crime and reducing recidivism rates? The answers to these questions are crucial if communities are to take control of their youth crime problems.

'The most effective programs address key areas of risk in the youth's life.'

The vast majority of young-adult offenders are not accused of violent crimes. In fact, a substantial number are arrested for status offenses (truancy, curfew violations, underage drinking, etc.) that would not be illegal if they were adults. Similarly, only a minority of young adults arrested each year are violent or chronic offenders.

But many of these young offenders are mired in pathways leading toward serious or chronic delinquency or violence. Moreover, even less serious offenses committed by youth – vandalism, fighting, petty theft, under-age drinking – can undermine the quality of life in their communities. State and local court systems typically lack the resources to deal swiftly, fairly and effectively with young people to steer them away from lawlessness and into productive pursuits. Most first-time offenders are placed on probation or informal "diversion" programs, and receive little in the way of support, treatment or punishment for their misdeeds. Those who re-offend repeatedly or commit serious violent offenses are likely to be sentenced to terms in juvenile detention centers or even adult prisons with other offenders and few educational or social services. By the time they leave these facilities, most are far removed from mainstream worlds of learning and above-board employment. The recidivism rates for youth leaving such facilities is 50 percent to 70 percent in some states.

A number of strategies have significantly reduced the subsequent criminality of youthful offenders, while others appear highly promising. According to the National Juvenile Justice Action Plan: "The most effective programs address key areas of risk in the youth's life, seek to strengthen the personal and institutional factors that contribute to healthy adolescent development, provide adequate support and supervision, and offer youth a long-term stake in the community."

The following pages detail several leading strategies and underline the need for active support, participation and leadership from individuals and agencies in offenders' home communities.

Strategy #9
Combat Truancy

The Challenge

In many large urban school districts, average daily attendance rates are 85 percent or less. That means that one-sixth or more of enrolled students don't show up to school each day. By missing school, young people place themselves in grave risk of falling behind in their academic classes, failing, being held back and eventually dropping out of school. Moreover, the hours they spend out on the streets during school days are a time of heightened risk for criminal, delinquent, destructive and high-risk behaviors that place themselves and sometimes others in jeopardy.

Few school districts today devote significant resources to tracking and intervening with truant students, particularly at the middle and high school levels. Budgets are tight, the task of tracking down truants difficult and some-

times dangerous, and the past success rate in bringing students back to school through traditional anti-truancy efforts unpromising.

Opportunities for Action

A handful of school districts are showing that truancy intervention in fact can work. It can significantly improve school attendance and reduce delinquency, crime and vandalism rates in communities during school hours. Outcomes are particularly effective when schools partner with CBOs and local police departments. Given these outcomes – and the close correlation between school success and youths' future earnings and criminality – communities with serious attendance problems have an important stake in mounting their own truancy abatement efforts.

The hours youth spend out on the streets during school days are a time of heightened risk.

Promising Initiatives

Citizens United to Track Truants (CUTT) in Lansing, Mich., is a partnership among public schools, police and the Retired Senior Volunteer Corps. Volunteers place calls to the homes of absent children each day and staff a truancy hotline that community members can call to report young children out on the streets during school hours. For their part, police and school officials conduct twice-monthly "truancy sweeps" to round up truant children. Youth apprehended are brought to a central location where they are held until their parents are summoned. In Lansing and other cities with model truancy projects (including San Jose, Calif., and Oklahoma City), truant youth are brought to a dedicated truancy abatement or attendance center staffed by educators or social workers. The staff summon the youth's parents, offer counseling and referral to needed services or youth programs, and inform parents that continued truancy can result in a citation and fines against parents or a formal petition against the child to appear in juvenile court.

In Milwaukee, the Truancy Abatement and Burglary Suppression (TABS) program began in 1993 as a partnership among the Milwaukee County Sheriff's Office, police department, public schools and the Boys and Girls Club of Greater Milwaukee. Law enforcement officers pick up juveniles who are in the community during school hours and take them to TABS centers at the Boys and Girls Clubs. Center staff contact the parents and involve parents and students in discussions with school counselors to set goals for regular school attendance and identify social service needs. For chronic truants, police issue citations to the parents or require the student to participate in counseling and diversion programs. In the program's first year, student attendance improved over a 30-day tracking period. Daytime juvenile crime rates declined significantly – homicides by 43 percent; sexual assaults by 24 percent; robberies by 16 percent; and aggravated assaults by 24 percent. Nonviolent crimes also were down but not as significantly. The following year, daytime juvenile crime declined even further.

Strategy #10
Reach Out to Teens at Extreme Risk

The Challenge

You've probably seen them in your neighborhood – young people hanging out on the corner, maybe drinking or playing loud music, perhaps selling drugs or even their own bodies. They may or may not have been in trouble with the law before, but today they are out on the streets, their lives in jeopardy. Though not large in actual numbers, these youth may be highly visible in your community, helping bring an image of blight to the neighborhood or striking fear into passersby.

Do you know who these young people are? Why they're there? What they might need to overcome whatever barriers have prevented them from participating in productive pursuits of learning or above-board employment? In too many communities, no one reaches out to these deep-end

kids. Detached from the mainstream of society, these young people face a severe risk of falling into lives of delinquency or crime.

Opportunities for Action

Many of the young people out on the streets are recent dropouts who did not thrive in a traditional school setting. They face bleak prospects for stable jobs with decent salaries unless they earn their diplomas and learn some skills. For these young people, the most promising form of assistance will be the kind of GED training, alternative education, work experience and job readiness, training and placement services described in Strategy #6, Second Chance Education and Training.

Targeted support for dropouts, runaways and foster children is an important crime-prevention strategy and investment.

A significant number of young women in some city neighborhoods are runaways – many of whom have left home to escape abuse and may have resorted to prostitution or drug selling to stay alive on the streets. These women typically receive little assistance, but many urgently need counseling and assistance with housing and employment.

Adolescents who have been placed temporarily into foster homes – and whose behavior or family situations may lead them to become foster children – face the high risk of delinquency and other behavioral problems. Despite these risks and the heavy and emotional costs of foster care, many young people in these circumstances do not receive intensive or responsive support. Moreover, youth who leave foster homes at age 18 have historically received little or no support once they enter the labor market and must support themselves in adult society. Providing intensive family-preservation assistance to prevent foster care placements and targeted support for foster children can be excellent investments in crime prevention.

Promising Initiatives

Founded in 1987 by two schoolteachers, the Omega Boys Club/Street Soldiers in San Francisco targets high-risk youth, many involved in delinquent activity and some actually behind bars. The club recruits young people through a variety of avenues, including a popular radio broadcast called "Street Soldiers," hosted by one of the Omega founders. The club offers extensive academic support as well as counseling. It provides scholarships to Club members who succeed in school, attend Club meetings and classes regularly and stay clear of trouble with drugs, gangs or crime. Through Omega's Knowledge Conference, an interactive gathering, rappers and civic and religious leaders stress the club's message of non-violence and personal responsibility, reaching more than 2,500 youth and adults since 1992.

Also in San Francisco, the Center for Young Women's Development provides outreach and assistance for hundreds of women each year in the city's Tenderloin and Mission districts. The center's Street Survival Outreach Project hires young women who themselves have faced severe problems to walk the streets, look for young women in trouble, and provide them informal counseling and practical support. The outreach workers seek to develop meaningful relationships with young women and serve as a liaison to educational, employment, health care and social services. They also hand out necessities like toothbrushes and toothpaste, contraceptives and feminine hygiene products.

In New York City, the Family Ties program significantly reduced delinquency rates of young people referred from juvenile courts who were at risk of being removed from their homes and placed into foster care. For four to eight weeks, program counselors (called "family preservationists") trained the youth in social problem solving and anger-management skills, provided parenting assistance and brokered other needed services for the youth and their families. One evaluation found that eight in 10 participants were not rearrested in the first six months after treatment, while arrest, conviction and incarceration rates were less than half those in a comparison group.

Strategy #11
Develop Teen Courts and Other Community-Based Sentencing Options for Non-Violent Juvenile Offenders

The Challenge

Of the estimated 2.4 million youth arrested in 2000, only 4 percent were arrested for a serious violent crime (aggravated assault, armed robbery, rape or murder). Only 22 percent were accused of serious property crimes (burglary, larceny-theft, motor vehicle theft or arson). Instead, the majority of youth were arrested for simple assaults, vandalism, status offenses or other less serious misdeeds.

In most cases, juvenile offenders are neither placed on formal probation nor sentenced to secure detention in a reform school or training center. Rather, most youth are either sent home with a warning by the judge or referred to an informal diversion program involving some form of treatment or service activity (individual or family counseling, group therapy, case management, educational/vocational guidance, etc.) aimed at rehabilitation. Unfortunately, these diversion programs often lack intensity, rigor or a clear focus. Consequently, a disturbingly high percentage of diverted youth reappear in court on additional charges.

Opportunities for Action

A number of specific program models have proven successful in reducing recidivism rates among juvenile offenders. Many of these successful models involve community residents and resources as a central component.

• **Family Group Conferencing and Community Conferencing**: This justice approach requires juvenile offenders to attend a structured hearing involving their own families as well as their victims and the victims' families. The hearing also includes other caring adults in their lives (such as teachers, coaches or counselors) and sometimes other community members. In these conferences, participants determine an appropriate sanction and penalty (which often includes restitution and/or community service), and identify services that offenders and victims alike might need.

• **Restitution**: While juvenile courts have traditionally focused on punishing youthful offenders and/or rehabilitating them, a growing victims' rights movement has brought increasing attention to the rights of people harmed by crime. One outcome of this renewed attention to victims has been increased use of restitution in the sentencing of youthful offenders. Compensating for loss, damage or injury increases victims' satisfaction with the criminal justice system. In addition, research links restitution sentences and lower recidivism.

• **Teen Courts**: A number of cities have given responsibility for determining sentences for youthful offenders to young people themselves. In these teen courts, young people follow a traditional court format. However, supervised young people assume the roles of jurors, prosecution and defense lawyers, and determine sentences.

Programs that reduce recidivism among youth typically involve community-based organizations and local residents.

Promising Initiatives

Many American cities have begun implementing programs based on the family group conferencing model. In Chicago, the Northwestern University Law School's Children and Family Justice Center has developed Community Panels for Youth to hear the cases of delinquent youth facing misdemeanor and non-weapon felony charges in three city neighborhoods. The initiative invites victims and community members to participate in the conferences. The panels attempt to fit the community service sentence imposed on each offender to his or her needs and interests and to the nature of the offense. One youth arrested for painting graffiti was directed to teach art to younger children. A youth

who assaulted an elderly person was assigned to perform community service in a residential senior facility. Of the first 60 youth taking part in community panels, only five have been reported back to juvenile court. In Baltimore's Druid Heights and Cherry Hill neighborhoods, The Enterprise Foundation trained neighborhood residents to serve as community conferencing facilitators.

In Washington, D.C., the Time Dollar Youth Court receives referrals of first-time offenders from the D.C. Juvenile court and puts them on trial before a jury of other teens. Each offender is sentenced to perform community service and has 90 days to complete a set number of hours. All offenders also serve as jurors in subsequent youth court trials. For their efforts, jurors are awarded Time Dollars, vouchers redeemable for recycled computers and computer equipment in the Time Dollar Store. Since the program began in 1996, three-fourths of the more than 200 youth adjudicated in the program have completed their assignments within 90 days and had the original offense cleared from their juvenile court records.

In Seminole County, Fla., Prosecution Alternatives for Youth operates a teen court in which youth serve as prosecutors and defense lawyers as well as jurors. The juries are required to hand out sentences of 15 to 50 hours of community service, plus other sanctions deemed appropriate. Of the first 178 youth adjudicated, only seven have failed to complete their sentence. Said one project coordinator: "Being tried by one's peers, particularly for youth, is embarrassing. This is especially true in the teen court where offenders are required to apologize to their parents in open court."

Strategy #12
Engage Youthful Offenders in Positive Youth-Development Activities

The Challenge

Like all young people, juvenile offenders must develop the four Cs of competence, confidence, character and connection. More than most young people, they need access to positive youth development supports and activities if they are to change the trajectory of their lives and become productive and law-abiding adults.

In recent decades, however, many jurisdictions have attempted to shock juvenile offenders into good behavior by exposing them to military-style boot camps or harsh encounters with adult inmates to "scare them straight." Yet studies have shown that scared-straight programs have actually increased participants' subsequent criminality, while juvenile boot camps have demonstrated a negligible impact on young offenders' recidivism.

Opportunities for Action

What does have a positive impact on juvenile offenders? For a dangerous few – the serious, chronic, violent offenders – there is no good answer at the community level outside of long-term detention in a secure facility. But for the vast majority of offenders, a far more promising answer is positive youth development.

Almost 40 years ago, a new judge in Royal Oak, Mich., looked at the ineffective sentencing options available for youthful offenders and decided there had to be a better way. He went out and recruited volunteers in the community to serve as mentors for youthful offenders, then required the youth to spend at least one hour per week with these mentors throughout the duration of their probation. Later, the judge improved the program by working with volunteers to identify community resources to help teens suffering with complex social and family problems. The result: an independent study of the project found that the recidivism rate for mentored teens was just 7 percent, compared with a 70 percent recidivism rate in a nearby jurisdiction.

Promising Initiatives

Youth as Resources, described earlier, has targeted both male and female juvenile offenders in Indiana. The program engages the youth in a wide array of community service projects. They include building trails assisting frail seniors and people with disabilities, erecting playgrounds, building homes for Habitat for Humanity, assisting in child care centers and producing pamphlets and videos on drug

abuse and violence prevention for distribution to other children. An evaluation of the cost-effective project revealed a long list of mutually reinforcing benefits:

- Increased desire to volunteer and participate in community life
- Heightened sense of citizenship
- Improved life skills, feelings of pride and acceptance
- Increased empathy
- Heightened abilities to partner with others and relate to adults
- New hope for the future
- Improved morale
- Reduced disciplinary problems

"When young people develop respect for themselves, others, and the law it's much more difficult for them to go into a community and steal or put a gun to someone's head," said Christopher Debruyn, Indiana's former commissioner of corrections. "Youth as Resources builds this kind of respect. It has shown grizzled veterans in corrections that there's a different way to do things."

For the vast majority of juvenile offenders, positive youth development is far more effective than long-term detention.

In Baltimore, the Living Classrooms Foundation also operates a special program for juvenile offenders and other high-risk youth. Through the Fresh Start program, Living Classrooms provides juvenile offenders and other out-of-school youth ages 16-19 with a nine-month course of carpentry skills training, academic (GED) instruction and life skills training. The program employs a project-based learning strategy that integrates GED and vocational instruction. Students produce outdoor furniture, boats and custom projects that are sold to the public, with two-thirds of all profits placed in a student account and distributed among program graduates. Fresh Start students also produce a six-page newsletter several times per year. A number of YouthBuild projects also have targeted a high percentage of youthful offenders or ex-offenders – maintaining low dropout rates, enabling many to achieve GEDs, and placing a high percentage of graduates into jobs, further education or training.

By far the largest education and training program in the nation for juvenile offenders and other high-risk youth is Job Corps, annually serving 60,000 young people in a residential program of career exploration, vocational training, remedial education, social skills training and up to two years of counseling. One study found that participants earned far more following Job Corps training than a control group of non-participants. Participants also were far more likely to earn a high school degree or GED and significantly less likely to be arrested for felonies or theft.

Strategy #13
Provide Intensive Support for Youth Already in the System

The Challenge

Youth who become entangled in the criminal justice system often require extensive personal support, coupled with intensive supervision. However, delinquent youth on probation and parole or in court-ordered diversion programs rarely receive intensive support and supervision. Changing that reality and intensifying the level of support and supervision provided to youthful offenders should be among the top priorities for any community hoping to reduce youth crime.

Opportunities for Action

Given the annual costs of incarcerating juveniles in secure confinement – as high as $34,000 to $64,000 per youth – providing intensive supervision to youth within their own communities offers huge potential savings. In fact, most states have now developed intermediate-sanctions and intensive-probation alternatives to treat delinquent youth in their home communities and reduce their likelihood of re-offending. However, researchers have found that many of

these efforts are not producing the desired results of reduced recidivism rates, in large part because the programs have not been designed carefully or funded adequately to address the underlying problems that propel young people toward crime.

Moreover, most states do a poor job of assisting juvenile offenders as they re-enter the community following secure detention. Writes David Altschuler of Johns Hopkins University: "The after-care phase of youth corrections throughout the United States has long been pointed to as a programming arena in distress and, on occasion, in virtual disarray."

Many probation and parole offices are too understaffed to provide any meaningful supervision and support for youthful offenders. So-called intensive programs simply increase surveillance of youthful offenders through electronic monitoring and frequent drug testing. To be effective, programs must marry close supervision with:

- Intensive case-manager support for both offenders and their parents
- Extensive support for academic and career success
- Treatment as needed for substance abuse and other problems
- Consistent discipline with immediate consequences for rule-breaking

Promising Initiatives

Multi-Systemic Therapy (MST) was developed in South Carolina to provide chronic delinquents and their families a combination of parent training, support for academic and vocational learning, cognitive skills development, positive recreation and encouragement for youth to join pro-social activities and stop associating with delinquent peer groups. In a series of controlled studies over the past two decades, MST youth have repeatedly demonstrated re-arrest rates far lower than youth in traditional programs. In one study, a four-year follow-up found that only 22 percent of MST youth had ever been re-arrested following treatment, compared with 72 percent of similar youth who received a traditional course of individual therapy. Other MST studies have found that not only are a lower percentage of MST graduates ever arrested, but youth arrested have fewer and less serious arrests than young people served in other programs.

Nationwide, the aftercare phase of youth corrections is considered 'a programming arena in distress and, on occasion, in virtual disarray.'

Multidimensional Treatment Foster Care (MTFC) was designed in Oregon as an alternative treatment for young people exhibiting chronic delinquency. Rather than assigning young people to secure juvenile detention facilities with other offenders, MTFC assigns them to short-term foster care with specially trained families supported by highly trained case managers. For six to nine months, MTFC youth are highly supervised in their foster homes – subjected to strict, consistent discipline and prevented from interacting with delinquent peers. At the same time, staff work closely with the birth parents to help them learn effective parenting and behavior management skills. The MTFC model has demonstrated significant benefits over the traditional programs. MTFC youth committed less than half as many delinquent acts and fewer more serious offenses as control group youth. Almost six times as many MTFC youth (41 percent) as control youth (7 percent) had no further arrests in the first year after treatment.

Founded in Harrisburg, Pa., in the mid-1970s, Youth Advocate Programs Inc. (YAP) has provided intensive support and supervision to delinquent and troubled youth in seven states and the District of Columbia. An alternative to imprisonment, the program employs a holistic, or "wrap-around strategy," identifying and addressing the underlying problems of each young person, working with families, and connecting both youth and their families to opportunities and service providers in the larger community. Trained youth advocates – recruited from the neighborhoods where

delinquent youth reside – coordinate the process. The support follows a service plan developed and continually monitored by a child-family team that includes the advocate, neighbors, volunteers, professional staff (such as child welfare workers or clinical social workers), family members and youth themselves. Typically funded by county and state juvenile justice, mental health and child welfare offices, YAP has proven highly effective in several jurisdictions. In Tarrant County, Texas, commitments to secure juvenile corrections facilities dropped by 44 percent the year after the program began.

New York City's Center for Employment Opportunities (CEO) provides job training and paid transitional employment to young men and women returning to New York City from prison. For each of its 2,000 participants per year, CEO provides paid work at minimum wage upon release from prison. Paid work experience, combined with pre-employment training and job-development assistance, helps ex-offenders find permanent, better-paid employment.

Community-Focused Crime Prevention

One of the most important risk factors predisposing young people to delinquency and other poor outcomes is exposure to crime and violence. The more these problems fester in a young person's neighborhood, or especially in his or her home, the greater the chance that a young person will resort to violence, succumb to the temptations of lawbreaking or fall in with a gang. Therefore, one of the most important ways a community can address youth crime is to attack adult crime as well. The community's role in this effort is vital.

"All over the country, we're seeing new community paradigms of crime control that operate on a whole different set of assumptions," explains criminologist George Kelling. "The old assumption was that professionals knew best and that they would solve problems. The new model acknowledges that citizens and communities understand their problems best and that citizens should be in leadership positions and draw on help from criminal-justice institutions."

Catherine Coles, another leading criminologist (and Kelling's wife), confirms the growth of community-based initiatives. "There is a definite movement away from the idea that you have professional police, prosecutors and courts all at a distance, removed from citizens, and an increasing emphasis on proactive measures and joint problem-solving efforts that bring police together with prosecutors and citizens."

For these crime prevention models to succeed, communities must mobilize and play a critical but complementary role with police. To date, this community mobilization has proven a difficult task, particularly in high-poverty communities where fear is often pervasive, mistrust of police officers and other public officials widespread, racial tensions high, social connections among neighbors weak, and effective community agencies in short supply. Given these factors, Northeastern University criminologist Jack Greene concludes, "Strengthening the community capacity to sustain local crime-prevention efforts should become a central goal of any community crime-prevention initiative."

How can community members – ordinary residents as well as staff from local businesses, schools, churches and nonprofit agencies – effectively partner with police? First, community members must volunteer their time and energy to help police identify and respond to community crime problems: meeting with police officers, reporting suspicious or criminal activity and supporting law enforcement activities. Community members also must undertake a variety of complementary strategies to address underlying conditions in their community that foster crime.

Strategy #14
Become Active Partners in Community Policing

The Challenge

Over the past 25 years, a consensus has been mounting among crime experts: Police cannot solve the crime problem on their own. Throughout most of the 20th century, police departments devoted virtually all of their officers' time to randomly patrolling the streets in police cars, providing rapid response to 9-1-1 calls and investigating crimes after the fact. The result was limited informal interaction between police officers and average citizens; minimal police attention to the underlying causes of crime; and almost non-existent police interaction and collaboration with businesses, churches and community organizations in the neighborhoods they patrolled.

One by one, police departments nationwide have begun to embrace a new concept of crime control in which police are no longer the sole guardians of community safety, but rather partners with members of the communities they patrol. "Obviously, when a crime occurs, the victim is entitled to a rapid, effective police response," criminologist George Kelling and colleague James Q. Wilson have written. "But if responding to incidents is all that the police do, the community problems that cause many of these incidents

will never be addressed, and the incidents will continue and their number will perhaps increase." The alternative, which they termed community-oriented policing, "means changing the daily work of the police to include investigating problems as well as incidents. It means working with the good guys, and not just against the bad guys."

Unfortunately, implementing community policing has proved a difficult challenge for many police departments. When the Vera Institute for Justice evaluated community policing efforts in eight sites in the early 1990s, the institute found that all struggled greatly to establish a community infrastructure upon which to build a community policing program. Organizing and maintaining active community involvement proved the most challenging. Researchers concluded that efforts to mobilize resident patrols in high-poverty neighborhoods generally proved ineffective: "Areas with the highest crime rates are the most reluctant to organize. Many people refuse to host or attend community meetings, in part because they distrust their neighbors."

Community policing means 'working with the good guys, and not just against the bad guys.'

Opportunities for Action

Fortunately, cities have learned from earlier mistakes and are employing new community-policing tactics. Meanwhile, community agencies and residents increasingly recognize their interest in partnering with police. Together, police and community representatives are developing an array of new techniques to eradicate crime in their communities. The most promising include:

- Police-community task forces at the neighborhood level to identify crime-related problems and craft solutions
- Neighborhood clean-ups and graffiti paint-outs
- Citizen patrols and neighborhood watch efforts
- Demolition or boarding up of vacant buildings where drug dealers, prostitutes and other suspicious individuals congregate
- Place-based anti-crime efforts to reclaim sites frequently targeted for crime and vandalism
- Coordinated drug eradication efforts aimed at open air drug markets or known drug dealers

The most important element in all of these efforts is active and ongoing cooperation and communication among residents, law-enforcement officers and other community members.

Promising Initiatives

In Chicago, a combination of aggressive support from the police department and substantial community organizing assistance from a citywide grassroots organization, the Chicago Alliance for Neighborhood Safety, made the introduction of community policing a major success. Launched in the 1970s, the alliance initially concentrated on forming block clubs and tenant associations in Chicago neighborhoods. But in 1988 the organization issued a major policy report calling for the introduction of community policing. Four years later the city launched a major community policing demonstration in five police districts. In one year, evaluators found significant improvements not only in actual crime rates, but also in residents' perceived fear of crime and their support for the police department. Veteran criminologist Wesley Skogan said Chicago's demonstration produced the "single most impressive set of outcomes I've seen yet." A 1996 Department of Justice report echoed that observation, saying the Chicago alliance "has added an informed, organized and independent community voice."

The Enterprise Foundation has worked with leading community-based organizations to forge effective police-community partnerships in targeted neighborhoods. In each city, police-community teams followed a strategic-planning process to prioritize and address crime-related problems identified by residents.

- **The Druid Heights Community Development Corporation (CDC) in Baltimore** has developed a neigh-

borhood Peace Patrol. Area residents, many of them seniors, patrol the streets of their neighborhood two nights per week. The CDC also secured a contract to hire men returning to the neighborhood from prison to board up hundreds of vacant homes that dot the neighborhood. In Baltimore's Cherry Hill neighborhood, The Enterprise Foundation helped residents of a 184-unit apartment complex form a crime watch to combat rampant drug dealing. Crime in the complex declined 33 percent in the watch's first year.

• **In the Grier Heights section of Charlotte, N.C.,** Enterprise worked with the owner and tenants of a deteriorated housing complex to plant a community garden where idle youth hung out, playing loud music and drinking in public. Once the work began, the youth stopped congregating at the site, and the improved environment led to city funding for a community-based organization to purchase and renovate the property.

• The Enterprise Foundation helped a community-based organization in the Sabin neighborhood of Portland, Ore., revive a once-thriving commercial strip that witnessed two murders in 1996. An advocacy campaign sought to eliminate nightly public drinking, fighting, urinating and littering outside local convenience stores on the strip. Enterprise-organized residents opened their homes for police surveillance to shut down illegal businesses involved in drug trafficking. These efforts helped to change the strip's appearance dramatically. The unruly crowds and illegal shops are gone, and new businesses are opening their doors.

Strategy #15
Design Out Crime

The Challenge

Police have long known that a handful of locations in their cities account for a disproportionate share of all crimes. But why? We all recognize that crime tends to concentrate in high-poverty neighborhoods. But even within these neighborhoods, some locations are repeatedly burglarized or used as open air drug markets, while other venues see crimes only rarely, if at all. What can communities do to address the underlying factors that attract crime and criminals to a specific site?

Criminologists James Q. Wilson and George Kelling identified an important factor in 1982 when they wrote: "If a window is broken in a building and is left unrepaired, all the rest of the windows will soon be broken." Similarly, they observed that "serious street crime flourishes in areas in which disorderly behavior goes unchecked." Following the logic of the broken windows hypothesis, law enforcement officials have come to recognize that maintaining order and reducing physical and social disorder are pivotal to the rate of criminal activity in any community.

Criminologists draw a clear link between physical and social disorder and community crime.

"Law-abiding citizens who are afraid to go out onto streets filled with graffiti, winos and loitering youth yield control of these streets to people who are not frightened by these signs of urban decay," Wilson and Kelling wrote. "A vicious cycle begins of fear-induced behavior, increasing the sources of that fear."

The physical design of a neighborhood is also a key consideration. In fact, a new concept can lead to a reduction in the incidence of crime and lower the fear of crime. Known as Crime Prevention through Environmental Design, or CPTED, this discipline has enabled experts to pinpoint a number of site-specific variables that can attract or repel criminal activity in any location.

Opportunities for Action

Together, the broken windows theory and effective environmental design present many avenues for community

residents and local leaders to make their neighborhoods safer and less hospitable to criminals.

To rid the streets of visible signs of disorder, communities can undertake a wide range of activities. As criminologist Jack Greene explained to a National Institute of Justice symposium in 1998: "Communities can affect crime and disorder by reclaiming public spaces, reducing the signs of crime (graffiti, trash, drug paraphernalia), tightening up on the licensure of bars and liquor stores that habitually sell to minors or operate illegally, picketing or marching against drug or prostitution locations, cleaning and sealing abandoned housing and tagging and towing abandoned autos."

These community-based and often community-oriented activities offer an excellent opportunity to involve young people in community service, enabling them to learn valuable skills, boost their confidence and self-esteem and connect with adults. Communities also can inventory a number of factors that influence their attractiveness as places to commit crimes. They include:

- Lighting
- Access to and from buildings and courtyards
- Visibility
- Traffic patterns
- Presence or absence of abandoned buildings and ungated vacant lots

By analyzing these factors and redesigning the physical environment to make locations less hospitable to crime, communities can play a major role in reducing and preventing crime.

Promising Initiatives

When Los Angeles officials examined patterns of gang crime in one neighborhood plagued by gang homicides and drive-by shootings, they saw that most of the incidents were occurring in locations close to major roadways. In response, the Los Angeles Police Department (LAPD) installed traffic barriers to hinder gang members from quickly fleeing these crime areas. The results were dramatic: The neighborhood saw seven murders in the year before the barriers were erected – and one murder in the next two years combined. Assaults declined dramatically as well: from 190 assaults in the year before the barriers were installed, to 163 the first year the barriers appeared, to 138 the following year. Meanwhile, homicide and assault rates remained unchanged in a nearby community without barriers. When the barriers were removed, crime rates began to climb again after two years.

Clearly, crime prevention through environmental design works. Moreover, it does not require complex changes in traffic patterns. Effective initiatives can be as simple as boarding up vacant buildings, towing away abandoned cars, painting out graffiti, fencing in vacant lots, installing new lighting or locking doors and gates that offer uncontrolled access to buildings and courtyards for would-be attackers. Planting thorny bushes beneath windows can discourage prowlers from breaking into homes and offices, while eliminating unneeded hedges or walls can open up concealed areas where illicit activities flourish.

In Maryland, the Neighborhood Design Center provides guidance on crime-prevention and other design issues for neighborhood organizations and other nonprofits through a large network of architects and design professionals who work pro bono. For example, in 1995 and 1996 the center worked with local police and residents of the Whitfield Towne Apartments in Prince George's County, Md., to help eradicate a thriving open air drug market in the complex and replace it with a new playground for tenant children.

In the Outer Southeast neighborhood of Portland, Ore., The Enterprise Foundation worked with residents of a large apartment complex who had complained for years about suspicious characters hanging out in one hidden section of the property. Then the local anti-crime committee convinced the complex's owner to cut down a row of hedges. With the area in plain view, the loitering quickly ended, leaving tenants and their apartments safer and more secure.

The Cypress Hill Local Development Corporation created a highly innovative strategy for closing down an open air drug market that had plagued its Brooklyn neighborhood for 15 years, despite intensive efforts by prosecutors and

police. Cypress Hills secured permission to close the street eight hours a day, connect a sprinkler to a fire hydrant, bring in sports and recreational equipment and use the street as a supervised play area. "Miraculously," wrote two observers, "a simple youth program had achieved the outcome that police, politicians, neighbors, attorneys and rival drug gangs had failed to gain."

Strategy #16
Work With Police to Help Extremely High-Risk Youth

The Challenge

When Harvard University scholar David Kennedy began studying firearm violence in Boston, he found that most children who kill have a history of disruptive or dangerous behavior long before they pull a trigger. Before the 125 known murderers in his study committed homicide, 77 percent of the youth had been arraigned in state courts; 26 percent had been locked up; and 54 percent had been sentenced to probation. A substantial percentage of murdered juveniles had histories of offending and had been placed on probation or parole.

The lesson is clear: Most youth involved in serious violence are familiar to the criminal justice system. They are typically repeat offenders with ties to youth gangs and other criminal/anti-social peer groups.

Opportunities for Action

In cities and towns across the nation, communities are demonstrating that focusing close attention on a small number of dangerous youth and young adult offenders can yield substantial safety rewards. By identifying these youth and targeting them for intensive surveillance, prosecution and outreach, communities across the nation can significantly reduce the crimes committed by repeat offenders – and help steer them toward a different, successful path.

One highly successful strategy, pioneered in Boston, is joint police-probation patrols to intensively monitor youthful probationers considered highly dangerous. Unlike police, probation departments have the right to enter and search probationers' homes and make arrests without a warrant. Traditionally, few probation officers have used these powers or ventured into the community to meet with probationers, preferring to deal with them in their offices. By teaming with police and making patrols in the community, probation staff can send offenders a clear message that they are being watched closely and will be prosecuted aggressively if they violate their probation terms. Another promising strategy is to focus law enforcement agencies on high-crime "hot spots," and particularly on known offenders who live or spend time in these high-risk communities.

In Lowell, Mass., a police community task force successfully mixed tough-love and outreach tactics to steer high-risk youth in a positive direction.

Promising Initiatives

Operation Nightlight, Boston's groundbreaking police-probation partnership, profiled in more detail in the next section, has made a major contribution to the city's dramatic reductions in violent crime since the mid-1990s.

Just 40 miles from Boston in Lowell, Mass., community residents and leaders launched a community-wide safety initiative in 1996 with support from the Boston-based Crime and Justice Foundation. In its early meetings, a task force of Lowell's most prominent leaders set its first objective: reducing the number of serious assaults involving youth, who comprised 41 percent of Lowell's assault victims and 34 percent of its offenders. The task force met individually with the 20 youth identified as the community's most dangerous, issuing a warning that any further violent offenses would be prosecuted aggressively, while offering access to education, job training and other programs. The task force soon held similar meetings with 35 more high-risk youth. Following these meetings, youth assaults declined signifi-

cantly and participation in employment programs increased. The Crime and Justice Foundation has launched similar projects in the Massachusetts towns of Lynn and Brockton.

In the Hillandale neighborhood of Baltimore County, Md., every police cruiser carries a white three-ring binder identifying each offender on probation living in the area. As part of Maryland's HotSpots Communities Initiative, police officers meet weekly with adult and juvenile probation officers to review their surveillance of each offender in the book, discuss new offenders added to the book, and make plans for surprise house visits and probation checks. They also discuss the education, employment and social service needs of offenders, and identify appropriate referrals to community programs and agencies. Statewide, crime rates in Maryland's 35 HotSpots communities declined 20 percent overall in the program's first 18 months, twice the drop in the statewide crime rate.

Strategy #17
Prevent Gang Violence

The Challenge

During the 1970s, youth gangs remained almost entirely a big-city phenomenon: 43,000 of an estimated 52,000 nationwide were concentrated in New York, Los Angeles and Chicago. Over the past two decades, American cities have seen a dramatic proliferation of gangs and youth gang membership nationwide. The National Youth Gang Center estimates that more than 24,500 gangs and 772,500 gang members were active in more than 3,330 jurisdictions across the United States in 2000.

This growth in gang membership is devastating for communities. The average gang member commits eight to 10 times as many violent and delinquent acts as teens who do not associate with delinquent peers, and two to three times as many violent and delinquent acts as teens who do associate with delinquent peers but don't belong to a gang. In Rochester, N.Y., one-third of a panel of adolescent males reported being a member of a gang at some point before the end of high school. That same one-third committed 90 percent of the serious crimes in the entire panel, including 80 percent of violent crimes and 83 percent of drug sales. In Seattle, gang members comprised only 15 percent of youth in a recent survey, but accounted for 85 percent of all robberies committed during grades 7 to 12, and 62 percent of all drug selling.

The average gang member commits eight to 10 times as many violent and delinquent acts as teens who do not associate with delinquent peers.

Opportunities for Action

Programs to discourage gang membership and minimize gang violence have continued for more than 50 years. Unfortunately, few approaches have demonstrated significant successes, and some have actually been shown to increase criminality, particularly those that increase cohesion of gangs or increase interaction among delinquent youth. Nonetheless, some approaches show promise. The most promising among them employ three strategies:

- Gang awareness mixed with positive youth development to prevent early adolescents from becoming involved in the gang culture
- Intensive efforts to redirect gang-involved youth
- Direct outreach to gang leaders to broker peace

Promising Initiatives

Launched as a one-man operation by Vietnam veteran Daniel Nane Alejandrez, Barrios Unidos has worked with high-risk youth since 1977 from its home base in Santa Cruz, Calif., a city with high levels of gang activity. The organization has since grown to include 26 staff members serving several thousand youth per year in 13 California cities as well as San Antonio, Dallas and Washington, D.C. Its offerings include after-school programming, leadership

development, computer training, conflict resolution, street outreach and a sizable silk-screening business. In 1998, Barrios Unidos successfully lobbied for state legislation allocating $3 million per year to support local gang prevention efforts in 15 California cities.

In the Koreatown section of San Francisco, the Korean Youth & Community Center enrolls 60 gang-involved young people each year in its multi-faceted Gang Awareness Project. Three afternoons per week, participants take part in job training, leadership training, community service projects, discussion groups, field trips and other activities. Each youth is assigned two mentors: a former gang member and another member of the community at large.

For many years, gang violence ruled the Benning Terrace apartment complex in Southeast Washington, D.C. In 1996, it was the site of 59 homicides resulting from a vicious war between two rival gangs. In early 1997, after the murder of a 12-year-old boy, members of a grassroots group called Alliance of Concerned Men intervened. With support from the National Center for Neighborhood Enterprise, a national nonprofit dedicated to rebuilding inner cities, the men scoured the neighborhood to identify and reach out to the leaders of the rival gangs. After repeated conversations, the leaders of both gangs admitted that they would like to stop the violence but didn't know how to begin. The two organizations brokered a series of peace talks that led to a signed peace pact between the gangs. Soon after, former D.C. Housing Commissioner David Gilmore, who had been considering plans to demolish Benning Terrace, offered the gang members jobs in landscaping, graffiti removal and repair work. Rival gang members were soon working side-by-side in work crews and not a single gang killing was recorded in Benning Terrace in 1998. The National Center has also brokered gang peace agreements in Hartford, Conn., and Los Angeles, and is currently working on bringing gang peace initiatives to several other cities.

Strategy #18
Keep Guns Out of Young People's Hands

The Challenge

The surge in juvenile homicide rates that gripped the nation during the late 1980s and early 1990s was really the story of two trends. One, the number of gun homicides by juveniles quadrupled between 1984 and 1994. Two, the rate of non-gun homicides remained virtually unchanged. As criminologists Philip Cook and John Laub explained, "All of the epidemic increase in killing by adolescents and young adults in the late 1980s was accomplished with firearms. More and more violence-involved youth turned to guns in this period. The result has been a tragic intensification of violence."

At the same time, gun accidents represent a major threat to children and youth. Despite the public outcry over school safety following the shootings at Columbine High and other schools in recent years, 23 times as many children are killed each year by gun accidents than by other means. Clearly, keeping guns out of the hands of young people is crucial to reducing the rates of violence by and against young people.

The challenge of limiting gun violence by and against young people is complicated by the massive proliferation of guns in America and public support for citizens' rights to bear arms. Today, America is home to an estimated 192 million privately owned firearms, 65 million of which are handguns.

Opportunities for Action

Keeping guns out of the hands of youth is an immense task. The primary responsibilities fall to regulatory agencies and police, not community members. Beyond advocating for more stringent gun-control laws and vigorous enforcement of those laws, communities can employ several tactics to reduce the number of guns in the hands of young people, including gun education programs for first-time gun offenders and coordinated police-parole-community campaigns to eradicate juvenile gun violence.

One of the most common community anti-gun tactics in recent years has been gun buy-backs, during which police or community organizations offer rewards to individuals who turn over guns. Intended to limit the supply of guns in their neighborhoods, these gun exchanges have not proven to be an effective means to reduce gun violence. In studies examining three gun exchanges, two in St. Louis, Mo., and one in Seattle, researchers found no decline in either crime or violence.

For communities, outreach and education have proven key to ending juvenile gun violence.

University of Pennsylvania criminologist Lawrence Sherman cites three reasons for this lack of effectiveness. First, gun buy-backs attract guns from outside the city. Two, they attract guns that are kept locked up at home, rather than those carried on the street. And three, potential gun offenders may use the cash from the buy-back program to buy a new, potentially more lethal firearm. Sherman concludes that, given the programs' "high cost and weak theoretical rationale, there seems little reason to invest in further testing of the idea."

Promising Initiatives

According to the Vera Institute of Justice, "Early research suggests that even a four-hour educational program can change attitudes about guns by giving young people an opportunity to question their choice to carry a weapon and recognize the harm it can lead to."

In 1994, juvenile court officials in Tucson, Ariz., began offering some juveniles charged with firearm offenses an option. Rather than face formal adjudication and possibly detention, these first-time offenders could take part in a one-day educational course called Firearms Safety Awareness Training. Parents of the youth were also required to take part in the course. Of the first 153 youth served, only one reappeared in juvenile court on a subsequent firearms violation. In Multnomah County, Ore., the Gang Resistance Intervention Team (GRIT) offers gang-involved youth a 10-week weapon and violence reduction program led by inmates at a nearby prison. GRIT staff also facilitate hospital-based lessons on the impact of gun violence on victims and the larger community.

The most successful anti-gun tactics emerging in recent years are rooted in law enforcement. One is aggressive tracking of guns used in crime: Where do they come from? Who is distributing them to violent criminals? By closing the pipelines through which guns end up in the wrong hands, and aggressively prosecuting the merchants in this illicit gun market, law enforcement officials in Boston and several other cities have reduced the supply of guns available to would-be gun criminals.

A second tactic involves a coordinated effort by police, probation officers and "street workers" to send a message to gang members and other known chronic offenders in the community that all gun violence will result in vigorous prosecution. These tactics, employed in Boston as part of the Boston Gun Project and Operation Cease Fire, have been instrumental in dramatically reducing that city's gun-violence rate. (See next section.)

Strategy #19
Target Drug Abuse and Drug Dealing

The Challenge

Seeking to explain the rapid rise in juvenile crime and violence in the late 1980s and early 1990s, most experts point to one pivotal factor: crack cocaine. Teenage boys were recruited to be the primary sellers of crack in most inner cities, and many were swept up in the bloody battles over territory and control of the crack market. Yet the tremendous destruction of the crack epidemic only underscores the longstanding reality that all crime in the United States is inextricably linked both to substance abuse and the brutal black-market economy that supplies illegal drugs to drug users.

Drug tests in many U.S. cities reveal that up to two-thirds of all youth and adults arrested each year use one or more illegal substances, including opiates and cocaine. Intoxication by alcohol and some drugs has been shown to substantially increase individuals' proclivity to engage in violence. The lure of quick money remains a powerful attraction to inner-city youth who typically see few avenues to gainful employment in the mainstream job market.

Opportunities for Action

The failure of the nation's 30-year war on drugs to substantially reduce either the supply or the demand for drugs is reason for caution in designing and implementing community anti-drug initiatives. Yet a handful of intensive, well-designed school-based programs have cut students' long-term drug use. The Life Skills Training model, profiled in Strategy #5, has resulted in short-term reductions of 59 percent to 75 percent in the use of tobacco, alcohol and marijuana. Even after six years, prevalence of cigarette smoking, alcohol use and marijuana use for students receiving Life Skills Training was 44 percent lower than for control students. Weekly use of multiple drugs was 66 percent lower among students in the program.

Another set of promising drug-prevention programs targets the children of substance-abusing parents. Combining parent training with drug awareness and social skills training for youth, these models are significantly reducing drug abuse rates for high-risk young people. For individuals who already abuse drugs, treatment has proven highly effective, especially when it is required as a condition of probation, parole or a diversion program.

While few cities have made dramatic progress in reducing the overall availability of drugs, police-community partnerships all over the country have been successful in closing down open air drug markets that once controlled many urban street corners and in freeing residential buildings and neighborhoods of suspected drug dealers.

Promising Initiatives

- **Drug-Abuse Prevention for Youth.** The Midwestern Prevention Project is a comprehensive drug-abuse prevention program that includes a school and parent component, mass media efforts and community organization. Focused on middle-school students, the project includes a two-year classroom-based social-influence curriculum led by trained teachers. Through outreach to local media, the project promotes and reinforces the prevention message throughout the community. In the parents' program, parents work with their children on project homework, learn family communication skills and get involved in community action. A community-wide partnership among local organizations organizes and oversees all project-related activities. At pilot sites in Kansas City and Indianapolis, project participants have consistently shown lower use of marijuana (approximately 30 percent lower), cigarettes (about 25 percent lower) and alcohol (about 20 percent lower) by their senior year of high school than did youth in schools without the project in place. The most important factor affecting reducing drug use among participating students has been increased perceptions of friends' intolerance of drug use.

Many police-community partnerships nationwide have successfully closed down open air drug markets and freed residential buildings of suspected dealers.

Bodega de la Familia is a community-based project aimed at treating substance abuse and related problems on the Lower East Side of New York City. Managed by the Vera Institute of Justice and located on the site of a former grocery store that was the scene of a tragic confrontation between police and local drug dealers in 1995, La Bodega provides three basic services. Family-case management is available to residents who have an addicted family member involved with the criminal justice system. Twenty-four hour support is available to families dealing with a drug-related emergency. And, all neighborhood residents have access to walk-in support and prevention services. La

Bodega also works to reduce the criminal justice system's reliance on incarceration to punish relapse and to integrate families into the system's response to substance abusers.

• **Drug Courts and Drug Treatment.** Drug courts originated in Miami in the late 1980s and have grown into a national movement, reducing drug offenders' recidivism rates by 33 percent. These specialized courts help non-violent substance abusing offenders break their additions through drug-treatment programs combined with intensive supervision, frequent drug testing and escalating sanctions for those who fail to comply with treatment.

With or without the aid of drug courts, a series of in-depth studies in the 1990s have offered conclusive evidence that drug treatment dramatically reduces both drug use and criminality. The National Treatment Improvement Evaluation Study, completed in 1997, found that drug users enrolled in a variety of treatment types reduced their drug use rate by almost 50 percent. Criminal arrests dropped by a remarkable 64 percent (from 48 percent in the year prior to treatment to only 17 percent in the year after treatment), and the percentage of people selling drugs after treatment dropped by 78 percent. The Center for Substance Abuse Treatment, as well as many states, funds a wide variety of residential and outpatient treatment programs throughout the nation. But the availability of treatment remains seriously inadequate.

• **Police-Community Partnerships for Drug Eradication.** Community residents and organizations also have a key role to play in supporting law enforcement efforts to reduce the sale of drugs in residential neighborhoods. One tactic requiring community support is the Landlord Training Program. The program trains rental-property landlords and other community members to rid their properties of law-breaking tenants using nuisance-abatement laws, controlling access and egress to rental properties and partnering with police to monitor suspected drug dealers. Launched in Portland, Ore., in 1989, the program has proven highly successful, winning Harvard University's Innovations in State and Local Government award. After training more than 7,500 landlords in the Portland area, the program has been replicated in more than 80 jurisdictions in 20 states. Ninety-five percent of property managers rate the experience as good or excellent. Six months later, 91 percent reported making changes in the way they manage their properties.

Strategy #20
Support Children Who are Victims or Witnesses to Violence

The Challenge

Children who are abused or neglected, and those who witness domestic abuse in their families, represent a disproportionate share of all violent criminals. One recent study of children in Rochester, N.Y., found that adolescents who had been victims of family violence as children were 24 percent more likely to demonstrate violent behavior than those who had not been maltreated. Adolescents who were not victimized but who had witnessed family violence were 21 percent more likely to demonstrate violent delinquency than those not exposed. Children exposed to multiple forms of family violence demonstrated twice the rate of youth violence as those from nonviolent families.

Reducing child abuse and other domestic violence deserves top priority in community-level anti-crime efforts. Currently, the primary responsibility for preventing child abuse in most communities is delegated to child protective services (CPS) agencies that investigate cases of suspected child abuse and remove children from their homes when evidence of abuse is found. CPS agencies in most cities are understaffed and overwhelmed. In fact, more than 70 percent of the cases referred to child welfare agencies nationwide – including many parents who voluntarily call in for assistance – are not acted upon by CPS workers, generally because evidence of abuse is not sufficiently compelling. "Put simply," writes Jane Waldfogel of Columbia University, "the number of families involved with the child protection system far exceeds the capacity of the system to serve them responsibly."

Opportunities for Action

Many child welfare experts say communities can be pivotal in helping authorities respond to calls about suspected child abuse. Several states, including Florida and Missouri, are experimenting with "differential response" systems for addressing the needs of children at risk of abuse or neglect. When the safety of a child is in danger, child welfare workers investigate aggressively and remove the child when necessary. However, for less urgent cases (which comprise 70 percent to 80 percent of total cases), child welfare workers engage other community agencies to work with families, their relatives and neighbors to provide services aimed at addressing underlying needs and problems.

Communities can be pivotal in responding to suspected child abuse.

Police officers often are the first people to learn of a domestic violence or child abuse situation by responding to 9-1-1 calls for emergency assistance and play an important role in the community's response. Yet police officers often receive little or no training on the signs and symptoms of child abuse or its effects on children. Moreover, many police officers have historically been reluctant to respond aggressively to problems within the home.

Promising Initiatives

Initiated in 1977 by a Seattle judge, the Court-Appointed Special Advocates (CASA) program relies on community volunteers and interagency cooperation to protect the legal rights of and provide assistance to abused and neglected youth. CASA operates in all 50 states and involves more than 30,000 volunteers. The federal Office of Juvenile Justice has recommended the CASA model as an important tool for addressing risk factors for delinquency among abused children.

Focused on a low-income central city neighborhood in Cedar Rapids, Iowa, the Patch Project uses a community-based strategy to provide integrated services to high-risk families. Four CPS staff join a neighborhood team, including a probation officer, city housing inspector, welfare workers, staff from a local community agency and others. The CPS workers coordinate all cases but routinely call on other team members to provide needed services. The team also interacts with families who have not been officially reported to CPS, but who are nonetheless at high risk for abuse.

Putting it All Together

Mobilizing your Community, Identifying Neighborhood Needs and Opportunities and Mounting and Sustaining a Comprehensive Campaign

Based on the proven successes achieved in the 20 previous strategies, youth-oriented crime prevention can and does work. But the youth crime challenges and solutions of one community do not correspond to those of the next. To effectively steer young people away from crime, communities must first analyze and identify their specific needs, then develop targeted responses, informed by research and practice in youth development and prevention. Once implemented, solutions must be continually adjusted as needs and conditions change. Communities can learn from Boston and a handful of other cities and towns across the country showing the way in youth crime prevention.

Learning From Boston

Like most cities in the late 1980s, Boston experienced a steep rise in violence by juveniles and young adults. In 1990, the city suffered 152 homicides, up from fewer than 100 annually throughout most of the 1980s. The major source of this violence was youth gangs, whose struggle for control of territory in crack distribution led to a substantial increase in the numbers of youth acquiring and carrying guns, spilling over into additional shootings unrelated to drugs.

Eight years later, in 1998, Boston made headlines when it suffered 35 murders, down 78 percent from the 1990 level and equaling the city's lowest rate since the mid-1960s. Moreover, during a 29-month period from the summer of 1995 through December 1997, not a single juvenile gun homicide was committed in Boston. In 1990 alone, 10 youngsters under 18 committed gun murders.

What turned youth crime in Boston around? Law enforcement and community leaders throughout the nation have studied the phenomenon and found answers in three areas:

- Aggressive, widespread community support for youth development
- Intensive and innovative community-oriented policing
- Close cooperation between police, community organizations and other government agencies

Eugene Rivers was a gang member once, long before he became the Rev. Eugene Rivers and began working with at-risk youth almost 30 years ago. Today, he is pastor of the Asuza Christian Community in one of Boston's most troubled neighborhoods, North Dorchester. Rivers is also co-founder of the Boston Ten Point Coalition – a confederation of congregations that has dedicated itself to improving the lives of young people – and the author of the *Ten Point Plan for Combating Black on Black Violence*.

Under Rivers' leadership, the Asuza Community established and opened the Ella J. Baker House in 1992, a drop-in center for neighborhood youth and the hub of an extensive array of youth outreach and programming. Outreach workers from the Baker House, hired from within the neighborhood, roam the streets day and night, visit favorite after-school hangouts and take late-night walks through the neighborhood. Their goal is to talk with young people, cultivate trusting relationships and steer young people into positive activities offered by the Baker House and other youth-serving agencies connected with the Ten Point Coalition. The outreach workers serve as advocates for young people involved in the judicial system, accompanying them to court dates and sometimes mediating between youth and law enforcement officials. Summer and after-school programs offered at the Baker House include a science literacy program, sports and recreation, job-readiness and life skills training, arts and design projects and a youth entertainment studio. In 1998, the Baker House also arranged summer jobs for 300 young people.

The Baker House is a stabilizing force in the North Dorchester area, and a crucial resource to help young people resist the temptations and pressures to join gangs.

The Baker House also has emerged as an important partner with police. Street workers constantly gather information about gang activity, which they share with police, probation and other law enforcement agencies.

Though most of their work is confined to North Dorchester, Baker House staff also travel to other Boston neighborhoods when crises arise, usually at the request of other Ten Point churches. In these crises, Baker House workers reach out to youth, ascertain the underlying problems (such as gang feuds), calm hot tempers, collect information for police on dangerous felons and connect young people to positive programs and services in their neighborhoods.

Vigorous, community-wide commitment to youth development helped fuel Boston's remarkable turnaround.

Fortunately, Boston is home to a wide array of youth initiatives and opportunities, including the Summer of Opportunity, which offers life skills and job-readiness training for disadvantaged youth, followed by paid part-time jobs with major employers. Boston also boasts many grassroots anti-crime efforts on the neighborhood level. For instance, with multi-year funding from the Hyams Foundation, community-based organizations from four low-income Boston neighborhoods launched sustained neighborhood safety initiatives from 1992 to 1997 aimed at mobilizing coalitions of area residents, merchants and agency leaders to combat crime and crime-related problems. An evaluation of the project found "compelling evidence that community organizing can be an effective strategy for preventing neighborhood violence and increasing a general sense of safety among residents."

On the law-enforcement side, one of Boston's first steps in the right direction was the creation of a Youth Violence Strike Force, convened by the police department with 45 full-time police officers as well as 15 officials from other city, state and federal agencies. The Strike Force concentrates on the highest crime neighborhoods in the city, using asset-forfeiture laws to seize dozens of known drug locations and turning many over to local nonprofit groups for renovation and re-use as low-income housing or community facilities. The strike force also maintains a database on youth gang leaders and dangerous ex-offenders in the community and arrests more than 1,000 youth per year. And, it works closely with social service and youth organizations to support positive programming for youth in high-crime neighborhoods.

Three innovative law enforcement techniques have helped Boston's success in combating youth violence. They are the Boston Gun Project, Operation Night Light and Operation Cease Fire.

• Started in 1991, the **Boston Gun Project** is a partnership between the Strike Force and the Federal Bureau of Alcohol, Tobacco and Firearms. Launched in response to a dramatic increase in gunplay by Boston youth, the project concentrates investigators' attention not just on specific crimes (who committed them and why) but on the guns used in the crimes. In the Gun Project, law enforcement officials aggressively trace the sources of the guns. They then crack down on gun dealers who illegally supply guns used in crimes, gun couriers who purchase guns and then illegally resell them on the streets, and minors and felons caught carrying guns.

• **Operation Night Light** emerged in 1992 with a suggestion from a veteran Boston probation officer. Historically, Boston's probation officers and police department did not work well together. Police personnel often criticized probation officers for doing too little to supervise dangerous offenders, even though probation officers have several privileges that police don't, such as the right to search probationers' homes and make arrests without a warrant. Soon, police and probation officers began conducting joint evening patrols, making nighttime visits to the homes of high-risk probationers. Probationers who were out after curfew received warnings at first, but repeated violations

resulted in a return to court and sometimes jail.

• In 1994, law enforcement officials began working with criminologists at the Kennedy School of Government at Harvard University to design and implement **Operation Cease Fire**, a "zero tolerance" gun-violence policy. Police began vigorously enforcing all gun laws against any gang member caught carrying guns or committing violent gun crimes. Those caught faced federal prosecution, which can carry far greater penalties than local statutes. For instance, one gang member with a long record of violent crime received a 19-year federal sentence without parole – for carrying a single bullet. To make Operation Cease Fire work, Boston law enforcement leaders worked hand in hand with "street workers" hired by the city and with counselors from community youth agencies. The youth workers helped send youth a clear message: Gunplay would no longer be tolerated. Members of the Youth Strike Task Force also placed great value on the positive youth activities provided by community agencies like the Ella J. Baker House, and in fact many police personnel volunteered their time to participate in the initiative.

Boston's experience underscores the value of several key anti-crime elements: innovative law enforcement, aggressive youth development and close cooperation in planning and implementing anti-crime efforts. Foremost in the city's notorious anti-crime strategy are efforts to engage a diverse network of clergy, police, probation and community street workers to communicate the seriousness of criminal activity and its consequences to at-risk youth. Providing resources for youth activities such as recreation and job training also is paramount.

Learning from Other Cities

While Boston's progress stands out among community efforts to combat youth crime and steer young people to success, several other cities also have achieved significant progress in recent years and have victories to celebrate and lessons to share.

San Diego, Calif. Like many American cities, San Diego saw a sharp increase in crime during the late 1980s followed by marked decrease in crime during the first half of the '90s. San Diego's serious crime rate dropped nearly 37 percent from 1990 to1995. City officials partly attributed the drop to neighborhood policing and aggressive recruitment of community partners to help police identify and undertake neighborhood-level crime prevention activities.

Yet San Diego area leaders were not yet content. In early 1996, San Diego become a pilot site for the federal Office of Juvenile Justice and Delinquency Prevention's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders. They worked in cooperation with experts from the National Council on Crime and Delinquency and the Seattle-based Developmental Research and Programs Inc. In December of that year, 200 San Diego leaders and community members participated in a three-day training on juvenile justice and crime prevention. Over the next 10 months, San Diego's Comprehensive Strategy Team conducted an intensive study and planning effort aimed at attacking juvenile crime.

The team began by adopting an overarching goal – that all of San Diego's youth develop into caring, literate, educated, and responsible (CLEAR) community members. To achieve this goal, the Comprehensive Strategy Team included the following elements in its mission statement:

- Strengthen families
- Support core social institutions (schools, religious congregations, community organizations)
- Stress prevention as the most cost-effective approach to reducing juvenile delinquency
- Intervene immediately and effectively when delinquent behavior occurs
- Institute a broad range of care and treatment services for troubled youth and their families
- Reduce duplication of effort and service gaps
- Promote interagency collaboration at the community level

With these goals and principles in mind, the team analyzed the area's crime problem (and the risk factors that lay behind it). They inventoried and assessed the region's existing programs and resources, and studied model delinquency prevention programs and strategies. They also identified needs and gaps in programs, services and management infrastructure (policies, processes, procedures, evaluation tools, communication mechanisms) necessary to address delinquency comprehensively and effectively.

Through its work, the team identified five program gaps as top priorities:

- Substance-abuse treatment for youth and their families
- After-school programming for middle-school youth
- Parent education, training, support and home visitation
- Vocational, technical and school-to-career training
- Programs aimed specifically at female juvenile offenders, whose numbers have been growing at an exponential rate in recent years

Even before completing the plan, San Diego's leaders began raising funds and launching programs to realize their mission. The result has been remarkable activity aimed at reducing youth crime and promoting the healthy development of young people. The new initiatives include:

- More than $1 million per year to support new after-school programs for more than 12,000 middle-school youth per year throughout San Diego County

- A three-year $6.9 million "Breaking Cycles" initiative offering an array of graduated sanctions – plus intervention and treatment – for at-risk juvenile offenders that uses community assessment teams to review the cases of adjudicated youth and refer them (and family members) to needed services and programs

- A one-year $2 million grant for early intervention for at-risk youth and their families, plus $400,000 for probation officers, social workers, psychologists and substance abuse counselors to collaboratively provide integrated services to youth offenders and their families

- A $2.8 million annual increase in funding for adolescent substance-abuse treatment, enabling the county to increase the number of youth annually served from 600 to 3,000 and reduce the waiting list for services from 12 weeks to two weeks

- Five new Teen Recovery Centers providing substance-abuse services to San Diego youth

- A new three-year $950,000 home visitation project for 125 high-risk families with drug-exposed infants in the Escondido section of San Diego

- 20 new vocational and job-placement counselors as part of a new school-to-career program annually serving 800 to 1,000 youth offenders on probation in juvenile court

San Diego leaders are confident that addressing the roots of juvenile crime aggressively and comprehensively, and continuing to monitor their progress, will enable the city to steer more young people away from delinquency toward healthy and productive futures.

Allegheny County, Pa. With a population of 1.3 million, Western Pennsylvania's Allegheny County encompasses the entire city of Pittsburgh. The area saw a steady rise in juvenile crime in the early 1990s – especially juvenile violent crime. In 1994, juvenile arrests reached their peak at 9,000, including a record 730 arrests for murder, manslaughter, rape, robbery and aggravated assault. Within one year, however, these rates dropped 30 percent for violent offenses and 13.5 percent for all arrests.

The reason for the turnaround was an all-out commitment from Pittsburgh's leaders and a multi-pronged campaign combining strategic law enforcement with significant new investments in positive youth development. In May 1994, the U.S. attorney for Pittsburgh convened a meeting with

42 of the city's top policymakers to review the city's existing efforts to combat youth violence. One month later the Youth Crime Prevention Council was born. With an eight-member steering committee and a 21-member action committee, the council launched a comprehensive assault on juvenile crime.

As in Boston, the Allegheny County effort involved aggressive and innovative law enforcement efforts. The council's Gang and Violent Traffickers Task Forces indicted 45 members of a major Pittsburgh street gang, issuing a 120-count indictment under RICO, the federal racketeering act. The Firearms Task Force brought charges against 58 street criminals and gun dealers who had been illegally supplying guns to youth, and the Weed and Seed Task Force arrested 400 petty criminals who preyed on children and seniors in targeted public housing developments.

Perhaps even more impressive were immense new efforts to expand positive youth development opportunities and family support:

• Sports leagues were launched in 12 neighborhoods, providing recreation as well as academic support and community college scholarship assistance for 3,200 youth citywide.

• Nearly 2,500 high school students got summer and year-round part-time jobs, gaining work experience, spending money and workplace mentoring.

• Five young men received training to become advocates and life skills counselors for 48 boys attending one elementary school. As a result, 47 of the 48 boys improved their attendance, and overall absenteeism at the school dropped 50 percent.

• Four new family support centers opened to provide childhood development, parenting, health and other assistance to families in high-risk neighborhoods – expanding the city's network of support centers to 22. Together, the centers provide case management, home visitation and other services to almost 2,000 families annually.

Through increased youth development, family support and innovative and aggressive law enforcement strategies spearheaded by the Youth Crime Prevention Council, Allegheny County quickly reversed the rise in juvenile violent crime. Its dramatic decrease in violent juvenile crime arrests – from 730 in 1994 to 515 in 1995 – eclipsed the modest crime reduction of 6.8 percent achieved by the rest of Pennsylvania in 1995.

Tarrant County, Texas. The Tarrant County Juvenile Services Office provides a comprehensive continuum of services and sanctions administered to youthful offenders, including the Youth Advocate Programs profiled earlier. Serving the city of Fort Worth and Tarrant County, the office operates an exceptional number of innovative juvenile justice programs and contracts with a variety of other public and community agencies to provide additional services for youth who fall into the juvenile system. The programs aim to reduce recidivism and avoid placements into one of Texas's secure juvenile detention facilities.

The county's Youth Advocate Programs work with more than 300 very high-risk youth each year, and prevent placement into state correctional facilities for more than 80 percent of them. Other services include:

• Second Chance, a project for first-time offenders who are mentally retarded, operated by Tarrant County's Department of Mental Retardation

• The Edison Youth Center, a residential facility serving pre-delinquent youth who exhibit behavioral symptoms but have not yet been adjudicated, and providing six-to nine-month residential experience, including an educational program, family counseling and behavioral training. Most youth reunite with their families at the end of their stay.

• Community-service restitution and monetary restitution, and court-ordering youth to perform 30-to-100 hours of service or make a financial payment to victims. In 1998, nearly 100 juveniles completed more than 24,000 hours of work for

96 different community agencies, while another 546 youth made restitution payments of more than $86,000.

• Juvenile Drug Court, which offers substance-abusing youth the opportunity to enroll in drug treatment as an alternative to receiving formal probation. Youth are monitored closely in their treatment and drug tested regularly. Charges are dismissed if youth complete their course of treatment successfully.

• Alternative education, provided by community-based organizations for students who have not succeeded in traditional public schools. In 1998, 72 youth completed these programs. Fifty-nine achieved their goal of GED completion, readmission to school or increased attainment on standardized reading and math tests.

Through all of these efforts, Tarrant County's Juvenile Service programs have long maintained one of the highest success (non-recidivism) rates of Texas' large urban areas – sending far fewer young people to state institutions than the juvenile services units serving most other Texas cities.

Getting Started in Your Community

How can your community emulate Boston, San Diego and other trailblazing cities to mount an effective, coordinated campaign against youth crime?

Fortunately, your city, town or community will not have to undertake this challenge without help. In 1993, the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) outlined a comprehensive strategy for combating juvenile crime, a plan that synthesized decades of research on the causes of and effective responses to delinquency. The OJJDP strategy focuses on five guiding principles:

1. Strengthen families
2. Support core institutions in the community
3. Promote prevention as the most cost-effective and humane approach to juvenile delinquency
4. Intervene immediately and effectively when delinquent behavior takes place
5. Identify and sanction the small group of serious, violent and chronic offenders

In 1995, OJJDP published the 250-page *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*, laying out the steps required for states and communities to implement the strategy, a focused, research-based, locally managed assault on juvenile crime. This guide rests primarily on two pillars. The first is *delinquency prevention* through positive youth development programs aimed at reducing risk factors and enhancing the protective factors in young people's lives. The second is an effective juvenile system that uses *graduated sanctions* to provide swift, certain and consistent responses to misbehavior by youth. The responses include immediate intervention for non-violent first-time and non-serious repeat offenders, intermediate sanctions for first-time violent or repeat offenders, and secure corrections (coupled with treatment and aftercare) for serious, violent and chronic offenders.

Since 1994, OJJDP has committed $90 million in Community Prevention Grants to support the planning of comprehensive delinquency prevention initiatives. More than 600 communities in 49 states and Washington, D.C., and Puerto Rico have begun mobilizing to study and address their juvenile crime. The nationally funded Title V Community Prevention Grants prevention program is administered at the state level. Communities should ask state juvenile justice officials about receiving support through the program.

To provide training for states and communities participating in the Community Prevention Grants program, OJJDP hired Developmental Research and Programs Inc. (DRP), founded by University of Washington Professors J. David Hawkins and Richard Catalano. In addition to their work with OJJDP, Hawkins, Catalano and DRP have created their own process for helping communities address delinquency and other negative behaviors among youth. More than 500 communities nationwide have implemented the Communities that Care process. With DRP training and assistance, these communities are surveying young people,

conducting community risk and resource assessments and planning, implementing and evaluating targeted youth-prevention campaigns.

In other cities, philanthropic foundations are spearheading youth-oriented crime-prevention initiatives. The National Funding Collaborative for Violence Prevention – supported by almost two dozen major foundations– is funding community-based anti-violence campaigns in 10 cities: Flint, Mich.; Minneapolis; New Orleans; New York; Newport, Tenn.; Oakland, Calif.; Rockford, Ill.; Santa Barbara, Calif.; Spartanburg, S.C.; and Washington, D.C. The Robert Wood Johnson Foundation, based in Princeton, N.J., has also made a major commitment to supporting community mobilization efforts aimed at protecting the health and safety of children growing up in high-poverty urban neighborhoods. In January 1998, the foundation committed more than $20 million to support the first four-year phase of a comprehensive neighborhood safety campaign in five cities: Baltimore, Detroit, Oakland, Philadelphia and Richmond, Va.

Regardless of the funding source, a comprehensive campaign against youth crime requires the following seven steps discussed further in the pages ahead:

1. Organize
2. Analyze
3. Inventory and Map
4. Learn
5. Partner and Plan
6. Raise Funds and Implement
7. Monitor, Revise and Sustain the Effort

1. *Organize* A Community Youth Crime Prevention Task Force

While there are many promising strategies for youth development and youth crime prevention, no community can implement all of them simultaneously. Even implementing one strategy successfully often requires an uncommon level of cooperation and collaboration. Thus, determining what actions are most important for your community and mobilizing the public will to undertake these actions effectively, become critical. Mobilizing public will, in turn, requires the organized, active involvement of leaders from across your community.

Who should be involved? In its *Program Planning Guide for Youth Violence Prevention*, the Center for the Study and Prevention of Violence included the following list of potential coalition members:

- Police, probation officers, judges and other law enforcement officials
- Representatives from government agencies, including health, mental health, social services, law enforcement, fire departments, juvenile courts and housing authorities
- Representatives from community organizations, including youth service and other social service agencies, arts and other cultural organizations, neighborhood associations, tenant councils and tribal councils
- School personnel, including superintendents, school board members, administrators, teachers and support staff
- Parents and youth
- Local elected officials
- Local businesses
- Concerned residents, grassroots leaders and civic group representatives

Mobilizing public will requires organized, active involvement from community leaders.

The National Crime Prevention Council also includes media leaders and clergy in its list of likely task force members. However, potential collaborators' positions – as well as their motives and personalities – matter a great deal, too. The council recommends that anti-crime task forces avoid demagogues, resume padders, bomb throwers, media hounds, big talkers, little thinkers and people obsessed with turf. It also stresses that a task force's structure, management, staff support and communications are critical, too.

Once communities participating in a youth crime-prevention campaign have assembled their core leadership groups, they must quickly provide in-depth leadership training. Building a common understanding – as well as a feeling of cohesion among leadership group members – is an important tool for success in mobilizing support and building the momentum to generate and sustain the systemic changes and new investments needed for success.

2. *Analyze* Your Community's Youth Crime Challenge

Reducing youth crime is not an exact science. No set of universal guidelines, one-size-fits-all solution or ready-made recipe book exists for communities seeking to curb youth crime and improve youth outcomes. When it comes to crime prevention, understanding the unique attributes of your city – its weaknesses and strengths, liabilities and assets, problems and opportunities, risk factors and protective factors – will be critical to your success.

Collecting and Analyzing Data. The first challenge for your task force will be to conduct a risk assessment of your city or community. This assessment measures important delinquency risk factors at the community, family, school and individual levels. How easily available are drugs and guns in your community? How prevalent is drinking, smoking, drug abuse, gang membership and delinquency? What are the dimensions of poverty in your community, the incidence of early academic failure, child abuse and other delinquency-related problems? With a clear picture of the scope and precise nature of the challenges facing your community, your task force can begin to plan an effective response.

Type of Data	Primary Sources
Demographic data	Local planning departments, census records
Crime and arrest rates, crime patterns	Police departments
Injuries due to gun violence and other crimes	Local hospitals
Educational attainment, attendance, truancy and other disciplinary problems and suspension rates	Local school systems
Number of families and individuals receiving TANF and food stamps	Local social services departments
Child abuse and neglect in the community, number of children living in foster homes	Child welfare offices

Unfortunately, no single source exists containing all of the data required for your risk assessment. Thus, task force members must collect information from a variety of sources. The following table will direct you to the right place.

Once you have collected these data, compare your community's data with state and national data. The Annie E. Casey Foundation's Kids Count Data Book offers a wealth of national and state data on children, youth and families. Data on poverty, health, drug abuse, arrest and incarceration rates can be gleaned from the U.S. Census Bureau as well as a variety of federal government agencies.

Following the challenges outlined in the prior section, your task force should focus its analysis on three core issues:

- Community youth development
- Effective action for high-risk and misbehaving youth
- Community-focused crime prevention

Community Youth Development. Gap activities. Opportunities for positive youth development, leadership, community services and second chances. Safe spaces. Mentors. Quality education. Aid for healthy early childhood. All of these community supports can play a pivotal role in fostering the healthy development of young people. How effectively is your community meeting these needs? How positive is the environment you are providing for young people?

High-Risk and Misbehaving Youth. Cities like Boston and Pittsburgh that have successfully curbed youth crime in recent years have largely focused on the most dangerous and troubled youth and the most crime-prone neighborhoods. By paying special attention to high-risk youth and issuing clear warnings against further wrongdoing and an open invitation to participate in positive programs, these cities have

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reasserted control over their streets and vastly reduced crime. These and other cities have conducted intensive research to identify and profile chronic offenders to understand the underlying crime patterns and motives. Another strategy gaining favor with law enforcement experts is crime mapping, the geographic analysis of crime patterns to identify hot spots and crime trends.

Community Crime Control. Effective community policing requires active partnerships between police and community members to identify and address specific community problems that foster crime. The Enterprise Foundation has trained hundreds of community residents in target cities on a process called OSCAR: observe, scrutinize, collaborate, act and review. In the first two phases, community members are taught how to analyze their community's crime problems by reviewing crime data, scanning their communities and asking strategic questions:

WHO is committing most of the crime in your neighborhoods? Who are the victims?

WHERE do you see the greatest volume of crime and calls for police attention? What characteristics make them attractive sites for criminal activity?

WHEN is it "prime time" for crime in your community?

WHAT crimes are most common, or of greatest concern to members of the community?

HOW are these crimes being committed? What factors seem to underlie the greatest number of crimes – drugs, guns, gangs or youth mischief?

In the process of answering these questions, a clear picture of the pivotal crime problems plaguing your community will emerge – and identify strategic targets for concerted action.

Putting the Data to Use. Once your community has the data for its risk assessment, you must put it to use. Initially, you must analyze the data to identify priorities. The risk assessment data will highlight a handful of striking issues, trends and problems that demand attention. Perhaps youth gangs are responsible for a disproportionate share of juvenile crime in your city. Or, an exceptionally high percentage of youth arrested for crimes tests positive for drugs or alcohol. Maybe a large percentage of juvenile offenders have histories of abuse or neglect. Identifying these priority concerns is the first critical step toward a comprehensive strategy.

After analyzing the data, you must begin setting the stage and building a constituency for aggressive, strategic action. But before that, you must communicate your findings to the larger community through town meetings and other public forums, one-to-one meetings with community leaders and opinion makers, cable access channels and other venues.

3. *Inventory and Map* Your Community's Current Delinquency Prevention and Youth Development Efforts

After the analysis comes the inventory process: examining existing efforts to address youth development needs and to treat and redirect youth already engaged in delinquency, crime or violence.

Youth Development and Delinquency Prevention. What programs and opportunities are available to young people in your community, after school, during weekends, over the summer? Do these programs and opportunities provide adequate supervision, opportunities to build and develop new skills and close connections to caring adults? Are young people given opportunities to develop leadership and perform community service? What does the mix of services and opportunities look like for youth in different age categories? For children attending different schools or living in different neighborhoods within your city?

Here, too, young people can play a valuable and proactive role in your planning effort. By undertaking efforts to map the community's assets and resources to support youth

development, as well as its gaps, liabilities and danger spots, youth can provide new information and insight into the strengths and weaknesses of existing programs.

Several key questions should be asked when reviewing local programs:

- What risk factor(s) does the program seek to address?
- How does the program affect the desired risk-reduction outcome?
- What opportunities does the program offer young people?
- What skills, knowledge and valuable experiences does it provide?
- Does it recognize youth who succeed?
- Does it set clear standards?
- Is the program developmentally appropriate for the target group?
- Does it reach youth at greatest risk?
- Does it address multiple risks with multiple strategies?
- Does it work with diverse groups?
- Is there clear evidence of effectiveness?

Juvenile and Criminal Justice. Your task force should also ask similar questions about community efforts to treat, sanction and supervise youth already engaged in delinquent or criminal conduct. How effectively do the community's juvenile and criminal justice courts and its corrections systems deal with youth at the highest risk? Are programs in place to reach out to these youth and encourage them to enter positive youth development activities?

Does your court employ promising practices like teen courts, conferencing or community panels to adjudicate and then closely monitor first-time offenders in their neighborhoods? Do courts offer positive youth development opportunities for offenders? Do they offer intensive, well-designed diversion programs? What about intensive supervision of youth placed into diversion or probation, intensive monitoring and/or aftercare to young people returning to the community following secure confinement? Or, do the courts leave the majority of delinquent youth to their own devices, providing few positive opportunities and occasional monitoring by overworked parole or probation officers?

Once your task force has compiled information about the community's existing programs and services, the next step is to identify the overall strengths and weaknesses of this program mix. Most importantly, the task force must determine the critical gaps in current programs for young people. In conducting this analysis, prevention experts recommend considering the "five As," described below:

Availability: Are services addressing critical risk factors available to children and youth in the community?

Accessibility: Are services affordable? Culturally relevant? Geographically and physically accessible?

Adequacy: Are services adequate in scope and frequency to meet the needs of high-risk youth and children?

Appropriateness: Are the programs and services suitable to the needs, capacities and means of targeted youth?

Acceptability: Are the programs and services acceptable and inviting to children and youth? Do they reflect their tastes and preferences?

4. *Learn* What Works in Youth Crime Prevention

Crime-prevention research presents many humbling lessons for communities seeking to launch new anti-crime initiatives. Scattered tales of well-intentioned efforts that produced no effect on crime or perhaps even produced negative effects are not uncommon. Sometimes, sensible sounding solutions result in negligible or counterproductive results.

The city of St. Louis spent $250,000 to stage a large-scale gun exchange to rid its streets of unwanted guns. Yet an evaluation of the undertaking found that it had zero effect on gun violence. "The same funds could have been used to match 250 children with Big Brothers Big Sisters," wrote one reviewer. "Those 250 children would then have enjoyed about half the risk of becoming drug users, at least for the first year." Similarly, many states have created juve-

nile boot camps in an attempt to rehabilitate youthful offenders through military-style discipline. Careful evaluations typically find that most of these programs actually produce no effect on the criminality of youth unless they are connected to follow-up support when youth return to their communities.

Through research, prevention specialists have identified common characteristics of effective intervention programs, whether they are school, community, family or court-based. In fact, the most effective programs have generally incorporated multiple elements simultaneously, specifically targeting risk factors and/or bolstering protective factors, and provide positive opportunities for youth to build confidence, competence, character and connection.

The lesson is clear: Don't ignore the research. Don't try to re-invent the wheel. Learn from others' hard-earned mistakes. Where can your community find research on what works and information about effective program models? In addition to this volume, two publications from the U.S. Department of Justice can be especially helpful:

• *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*, published by the federal Office of Juvenile Justice and Delinquency Prevention, provides 250 pages of discussion, illustrations and contact information about delinquency-prevention programs. The programs range from early childhood intervention programs and positive youth development activities to immediate sanctions for first-time offenders, and effective sanctions, treatment and aftercare for repeat and/or violent offenders.

• *Preventing Crime: What Works, What Doesn't, What's Promising*, published by the National Institute of Justice, was prepared by a team of criminologists led by Lawrence Sherman. Published in 1998, the volume reviews a wide variety of crime-prevention strategies aimed at families, schools, communities, workplaces, police departments, criminal justice agencies and crime-prone locations.

The Center for the Study and Prevention of Violence at the University of Colorado has compiled a collection of 11 publications based on its Blueprints for Violence Prevention program, each detailing one clinically proven prevention strategy. The blueprints provide detailed information on the design, implementation steps, and evident effectiveness of several strategies highlighted in this volume, including mentoring, home visitation for infants and toddlers and life skills training. The National Crime Prevention Council also has issued many publications highlighting effective strategies for delinquency and violence prevention. *Some Things DO Make A Difference and More Things DO Make A Difference*, published by the American Youth Policy Forum, provides information about several dozen youth programs that studies have found effective. *Understanding Community Policing: A Framework for Action*, prepared by the Community Policing Consortium and available on its website (www.aypf.org), provides an excellent overview on effective strategies and tactics.

5. *Partner and Plan* Clear and Measurable Goals

Once your task force has analyzed the community's youth crime problem and identified its challenges for positive youth development, it is time to develop a plan of action. Action-planning involves three key steps:

1. Establish programmatic goals
2. Develop working partnerships
3. Prepare a detailed plan and set specific, measurable goals

Establish Programmatic Goals. From your risk assessment (Analyze), you will have identified the priorities for the community's anti-youth crime efforts and the most urgent risk factors. From your resource assessment (Inventory), you will have determined the strengths and weaknesses of your current efforts, and the critical gaps in efforts to address the priority risk factors in your community. And from your review of best practices in crime prevention and youth development (Study), you will have identified innovative program strategies that have effectively

addressed risk factors to reduce delinquency and/or promote positive youth outcomes.

Using all of this information, your task force must identify specific goals, strategies and program plans for your community. What new programs, activities, reforms or partnerships will your task force pursue to reduce the scope of juvenile crime and promote healthy youth outcomes? Perhaps task force members feel gun violence represents the most important challenge. Or, that the neighborhood's run-down appearance presents the greatest barrier to reducing crime and fear. Or, maybe it will decide to "take back" a dangerous park overrun by blight.

"The key," concludes Developmental Research Programs in its training materials for communities, "is to use your risk and resource assessments data to set a community agenda, to recruit new team members, to educate the entire community about levels of community risk and to help channel community resources to address priority risks."

Develop Working Partnerships. Whatever goals your task force establishes, forming new working partnerships among agencies and sectors that have not worked together closely will be key to success. In Boston, for example, much of the credit for reducing juvenile gun violence traces back to the newly combined efforts of probation officers and police to closely monitor dangerous youth as well as new partnerships between law enforcement and community-based youth development agencies.

Clearly, success is rooted in multi-dimensional programming. Problems and risk factors must be addressed simultaneously in the lives of youths at the family, school, community and individual levels. Schools, social workers, after-school program and drug-treatment providers, tenant and block associations, parks and recreation staff, and probation/parole officers must all work together in new ways. What will be the protocol for referring youth from police or the juvenile court to a teen court or community conferencing initiative operated by a community-based organization? How will community members and police work together to institute a new community patrol to take back a drug-infested park? These and many other issues must be discussed and decided.

Prepare a Detailed Action Plan and Establish Specific and Measurable Goals. Once your task force has defined its overall goals, the task of defining and undertaking specific action steps will likely be delegated to subcommittees or working groups dedicated to each priority area. Specifically, the working groups must further clarify and specify the goals: Who will new or improved/expanded programs serve? How will these efforts differ from existing or past efforts? What specific outcomes will be achieved? Who will be in charge? If the goal is to provide more gap activities for youth, what kinds of programs will be created or expanded? How many children or families should be served, with what eligibility criteria? What will the hours of operations be? And where will the funding come from?

'Comprehensive, community-wide prevention requires collaboration and resource sharing. In most communities, barriers must be broken down and collective bridges built among and within agencies, organizations, and groups responsible for addressing juvenile delinquency.'

***– Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*, Office of Juvenile Justice and Delinquency Prevention**

Working groups must also spell out specific action steps to implement desired initiatives and achieve desired outcomes. As DRP explains in its community training materials, "It is important for these smaller groups to remain accountable to the whole board's vision and desired outcomes. A comprehensive multi-year timeline will help provide this accountability and keep task forces focused on the 'big picture.'"

Finally, your larger task force should define and continuously monitor specific desired outcomes. Only by tracking the progress toward a clearly defined set of objectives can the task force later determine if the project is on track – and if not, what steps might be appropriate to revise the program or perhaps even replace it with a more promising alternative.

6. *Raise Funds and Implement* the Community Anti-Crime Plan

In moving from planning to action, three factors will be pivotal:

- Where does the money come from?
- Who conducts and manages the activity?
- What training, support and technical assistance can be found to maximize the potential for success?

Financing Prevention. While most of these costs will be offset by the value of participants' work, paying for prevention can be either a major challenge or no challenge at all. Mobilizing a neighborhood watch, for instance, requires only the cost of T-shirts for patrollers and walkie-talkies or cell phones. In most cities training citizen patrol members is handled by police officers at no cost. In addition, many community policing efforts can be accomplished by redeployment of existing officers, provided police department leaders support the effort.

Conversely, developing intensive, high-quality after-school programs can entail substantial new costs, with the price tag of programs typically running anywhere from $1,200 to $3,000 per child each school year. Staffing teen courts and community conferencing programs also can be expensive. Second-chance education and training programs can cost as much as $10,000 to $15,000 per individual.

While federal funding opportunities can be important, the lion's share of resources for youth development, juvenile justice, law enforcement, family services and corrections comes from state and local governments – making it crucial to work closely with local elected officials, state legislators and agency staff in developing new initiatives.

Private philanthropic foundations may also be a source of funding for comprehensive planning and action. In San Diego, the Weingart Foundation provided a $1 million grant to support an intensive monitoring and supervision program for juvenile offenders. In Philadelphia, the William Penn Foundation funded an effort, spearheaded by Public/Private Ventures Inc., to replicate Boston's successful anti-crime campaign. In Baltimore, the Open Society Institute funded a similar effort, while the Robert Wood Johnson Foundation has committed more than $6 million for a citywide campaign aimed at supporting the safe, healthy development of children and youth. For a complete listing of local and national foundations that provide funding for youth development and crime/violence prevention, the Foundation Center (www.fdncenter.org) publishes annual reports on grantmaking by major foundations. The *Chronicle of Philanthropy* (www.philanthropy.com) also provides up-to-date information on grantmaking.

Financing your community's anti-crime effort will likely require creatively combining pools of money from a variety of sources – juvenile justice funds, education and job training funds, United Way support and mental health funding, etc. San Diego, for example, halved the number of youth placed into residential corrections and treatment facilities from 1995 to 1998, saving $3.4 million in local funds re-budgeted to support local juvenile justice programs.

Management. The challenges of creating a well-managed community campaign on youth crime are twofold. First, a strong and committed central leadership group must remain active in sustaining and furthering the overall goals of the project, even as new events unfold, funding streams dry up and new ones emerge and coalition members shift priorities. Second, each activity must be carefully managed to ensure that it achieves the desired results or that appropriate changes are made.

To meet these management challenges, communities must grapple with an important dilemma: maximizing participation while retaining a workable decision-making structure. Your coalition can benefit from including as many individuals as possible. But how do you avoid the pitfalls of trying to manage by committee? The answer in most cases is to elect or appoint an executive committee or a core leadership group to guide the overall project, and then plug other individuals into subcommit-

tees and working groups (as detailed earlier) to focus on specific tasks best suited to individual interests and expertise.

7. *Monitor, Revise and Sustain* the Effort

For communities who undertake the effort to plan and implement comprehensive responses to youth crime, the final step is perhaps most important: maintaining the momentum. "Quick fixes are unlikely to have enduring effects in preventing violence," write Howell and Hawkins, instead cautioning: "Sustained efforts are required to change and shape behavior patterns."

Continually Update Your Plan. Inevitably, your task force will encounter difficulties implementing one or more elements of your action plan. Promised partnerships will not materialize, fundraising efforts will fall short, new programs will fail to achieve anticipated results. Inevitably, new trends, problems and needs will emerge in your community – a new drug fad, a violent clash among rival gangs, an increase in dropout rates, etc. For long-term success, your task force must continue to meet regularly, monitor trends closely and develop and implement alternative strategies to address changing circumstances. If one working group is not meeting its goals, conduct training or hire expert assistance. If a new problem emerges, establish new goals and create a new working group.

Work with Politicians, But Avoid Politics. To implement and sustain a comprehensive anti-crime initiative over time, your community needs public funding to support your efforts. It also requires the political will to shift longstanding policies toward more coordinated, collaborative approaches. Securing public funds and political support will require your task force to collaborate closely with public officials. However, your task force must also consider the long view. Don't sacrifice long-range goals and needs by allowing your task force to become too closely identified with individual politicians or parties.

Recognize Contributions and Reward Success. As the work of your task force moves into its second, third and fourth years, the initial energy of the group can easily dissipate. Key leaders will move on and new issues will come to dominate the local political agenda. Two key strategies for sustaining the momentum of the task force are to reward and recognize members' contributions and to celebrate their success.

By reading this manual, you have embarked on a better path for your community's youth. The resources, lessons and insights included here are vital guideposts. But every community's challenges require an individualized approach and the unique commitment of a wide circle of concerned, compassionate stakeholders. With these assets in place, the potential for success is real and within your reach.

Contacts and Resources

1.800.SOLDIER
www.street-soldiers.org

Alianza Dominicana
2410 Amsterdam Avenue
New York, NY 10032
212.740.1960
www.alianzadom.org

America's Promise
909 North Washington Street, Suite 400
Alexandria, VA 22314
703.684.4500
www.americaspromise.org

American Youth Policy Forum
1836 Jefferson Place NW
Washington, DC 20036
202.775.9731
www.aypf.org

Annie E. Casey Foundation
701 St. Paul Street
Baltimore, MD 21202
410.547.6600
www.aecf.org

Baltimore County Police Department
Youth and Community Resources Section
700 E. Joppa Road
Towson, MD 21286
410.887.5864

Barrios Unidos
313 Front Street
Santa Cruz, CA 95060
408.457.8208

Big Brothers Big Sisters of America
230 N. 13th Street
Philadelphia, PA 19107
215.567.7000
www.bbbsa.org

Boston Gun Project and Operation Cease Fire
Youth Violence Strike Force
Boston Police Department
One Schroeder Plaza
Boston, MA 02120
617.343.4444

Boys & Girls Clubs of America
1230 W. Peachtree Street, NW
Atlanta, GA 30309
404.487.5700
www.bgca.org

California Conservation Corps
1719 24th Street
Sacramento, CA 95816
916.341.3145
www.ccc.ca.gov

Center for Employment Opportunities
32 Broadway, 15th floor
New York, NY 10004
212.422.4430

Center for Substance Abuse Prevention
Substance Abuse and Mental Health Services Administration
5600 Fishers Lane
Rockville, MD 20857
301.443.0365
www.samhsa.gov

Center for the Study and Prevention of Violence
Institute of Behavioral Science
University of Colorado at Boulder
439 UCB
Boulder, CO 80309-0439
303.492.8465
www.colorado.edu/cspv

Center for Young Women's Development
1695 Market Street, Suite 608
San Francisco, CA 94103
415.487.8662

Center for Youth as Resources
1000 Connecticut Avenue NW, 12th floor
Washington, DC 20036
202.261.4131
www.yar.org

Center for Youth Development and Policy Research
Academy for Educational Development
1825 Connecticut Avenue NW, Suite 800
Washington, DC 20009
202.884.8000
www.aed.org

Chicago Alliance for Neighborhood Safety
220 South State Street, Suite 714
Chicago, IL 60604
312.461.0444

Children-at-Risk
Office of Juvenile Justice and Delinquency Prevention
U.S. Department of Justice
810 7th Street NW
Washington, DC 20531
202.307.5911
www.ncjrs.org/pdffiles/highrisk.pdf

Chronicle of Philanthropy
1255 23rd Street NW, Suite 700
Washington, DC 20037
202.466.1200
philanthropy.com

Citizens United to Track Truants (CUTT)
Lansing Police Department, South Precinct
3400 S. Cedar
Lansing, MI 48910
517.272.7450

CityYear
285 Columbus Avenue
Boston, MA 02116
617.927.2500
www.cityyear.org

Comer School Development Program
55 College Street
New Haven, CT 06510
203.737.1020
www.schooldevelopment.org

Communities in Schools Inc.
277 South Washington Street, Suite 210
Alexandria, VA 22314
703.519.8999
www.cisnet.org

Community Mapping, Planning & Analysis for Safety Strategies (COMPASS)
National Institute of Justice
810 7th Street NW
Washington, DC 20531
202.307.2942
www.ojp.usdoj.gov/nij

Community Panels for Youth
Children and Family Justice Center
Northwestern University Legal Clinic
357 East Chicago Avenue
Chicago, IL 60611-3069
312.503.3100

Community Policing Consortium
1726 M Street NW, Suite 801
Washington, DC 20036
800.833.3085
www.communitypolicing.org

Corporation for National and Community Service
1201 New York Avenue NW
Washington, DC 20525
202.606.5000
www.cns.gov

Cypress Hills Local Development Corporation
625 Jamaica Avenue
Brooklyn, NY 11208-1203
718.647.2800

Designing Out Crime: Crime Prevention Through Environmental Design
Los Angeles Police Department
Planning Department
Community Affairs Group, Crime Prevention Section
150 N. Los Angeles Street, Room 818
Los Angeles, CA 90012
213.485.3134

Drug Courts Program Office
Office of Justice Programs
U.S. Department of Justice
810 Seventh Street NW, 8th floor
Washington, DC 20531
202.616.5001

Druid Heights Community Development Corporation
1821 McCulloh Street
Baltimore, MD 21217
410.523.1350
www.druidheights.com

Ella J. Baker House
411 Washington Street
Dorchester, MA 02124
617.282.6704
www.thebakerhouse.org

Executive Office for Weed and Seed
U.S. Department of Justice
Office of Justice Programs
810 7th Street, NW, 6th Floor
Washington, DC 20531
202.616.1152
www.ojp.usdoj.gov/eows

Firearms Safety Awareness Training (FAST)
Pima County Juvenile Court Center
2225 E. Ajo Way
Tucson, AZ 85713
520.740.2000

Foundation Center
79 Fifth Avenue
New York, NY 10003
212.620.4230
www.fdncenter.org

Harlem Children's Zone
1916 Park Avenue, Suite 212
New York, NY 10037
212.234.6200
www.hcz.org

Healthy Families America
Prevent Child Abuse America
200 S. Michigan Avenue, Suite 1700
Chicago, IL 60604-2404
312.663.3520
www.preventchildabuse.org

Healthy Start Program
Maternal and Child Health Branch
Hawaii Department of Health
741-A Sunset Avenue
Honolulu, HI 96816
808.733.9022

HIPPY USA
220 E. 23rd Street, Suite 300
New York, NY 10010
212.532.7730
www.hippyusa.org

HotSpots Community Initiative
Governor's Office of Crime Control & Prevention
300 E. Joppa Road, Suite 1105
Baltimore, MD 21286-3016
410.321.3521
www.goccp.org

Job Corps
U.S. Department of Labor
Frances Perkins Building
200 Constitution Avenue NW
Washington, DC 20210
202.693.3900
jobcorps.doleta.gov

Justice Programs Office
School of Public Affairs
American University
Brandywine Building, Suite 100
4400 Massachusetts Avenue NW
Washington, DC 20016.8159
202.885.2875
www.american.edu/justice

Juvenile Mentoring Program (JUMP)
JUMP Coordinator
Special Emphasis Division
810 7th Street NW
Washington, DC 20531
202.307.5914
www.ncjrs.org/jump

Korean Youth & Community Center
680 South Wilton Place
Los Angeles, CA 90005-3200
213.365.7400
www.kyccla.org

Landlord Training Program
Campbell DeLong Resources Inc.
319 SW Washington, Suite 802
Portland, OR 97204
503.221.2005
www.cdri.com

Learn and Serve America and AmeriCorps
Corporation for National Service and Community Service
1201 New York Avenue NW
Washington, DC 20525
202.606.5000
www.cns.gov

Life Skills Training
National Health Promotion Associates Inc.
711 Westchester Avenue
White Plains, NY 10604
800.293.4969

Living Classrooms Foundation
802 S. Caroline Street
Baltimore, MD 21231
410.685.0295
www.livingclassrooms.org

Multidimensional Treatment Foster Care Program
Oregon Social Learning Center
160 E. 4th Avenue
Eugene, OR 97401
541.485.2711
www.oslc.org

National Association of Service and Conservation Corps
666 Eleventh Street NW, Suite 1000
Washington, DC 20001
202.737.6272
800.666.2722
www.nascc.org

National Center for Family Literacy
325 W. Main Street, Suite 300
Louisville, KY 40202-4237
502.584.1133
www.famlit.org

National Center for Neighborhood Enterprise
1424 16th Street NW
Washington, DC 20036
202.518.6500
www.ncne.com

National Center on Addiction and Substance Abuse at Columbia University
633 Third Avenue, 19th floor
New York, NY 10017-6706
212.841.5200
www.casacolumbia.org.

National Center on Institutions and Alternatives
The Augustus Institute
3125 Mount Vernon Avenue
Alexandria, VA 22305
703.684.0373
www.igc.org/ncia

National Center on Institutions and Alternatives
Criminal Justice Services
The Augustus Institute
Public Policy Center
3125 Mount Vernon Avenue
Alexandria, VA 22305
703.684.0373
www.igc.org/ncia

National Council on Crime and Delinquency
1970 Broadway, Suite 500
Oakland, CA 94612
510.208.0500
www.nccd-crc.org

National Court-Appointed Special Advocate Association
100 W. Harrison-North Tower, Suite 500
Seattle, WA 98119
800.628.3233
www.nationalcasa.org

National Crime Prevention Council
1000 Connecticut Avenue NW, 13th floor
Washington, DC 20036
202.466.6272
www.ncpc.org

National Funding Collaborative on Violence Prevention
1522 K Street, NW, Suite 1100
Washington, DC 20005
202.393.7731
www.nfcvp.org

National Mentoring Partnership
1600 Duke Street, Suite 300
Alexandria, VA 22314
703.224.2200
www.mentoring.org

National Youth Employment Coalition
1836 Jefferson Place NW
Washington, DC 20036
202.659.1064
www.nyec.org

Neighborhood Design Center
1401 Hollins Street
Baltimore, MD 21223
410.233.9686
www.ndc-md.org

New Mexico Center for Dispute Resolution
P.O. Box 25044
Albuquerque, NM 87125
505.247.0571
www.nmcdr.org/

NY City Department of Youth and Community Development
156 William Street
New York, NY 10038
(212) 442.6006
www.nyc.gov/dycd

Office of Community Oriented Policing Services
U.S. Department of Justice
1100 Vermont Avenue NW
Washington, DC 20530
800.421.6770
www.cops.usdoj.gov

Office of Juvenile Justice and Delinquency Prevention
U.S. Department of Justice
810 Seventh Street NW
Washington, DC 20531
202.307.5911
www.ojjdp.ncjrs.org

Omega Boys Club
P.O. Box 884463
San Francisco, CA 94188
415.826.8664

Opportunities Industrialization Centers of America
1415 N. Broad Street
Philadelphia, PA 19122
800.621.4642
www.oicofamerica.org

Parents as Teachers National Center
2228 Ball Drive
St. Louis, MO 63146
314.432.4330
866.PAT4YOU (866.728.4968)
www.patnc.org

Police Executive Research Forum (PERF)
1120 Connecticut Avenue NW, Suite 930
Washington, DC 20036
202.466.7820
www.policeforum.org

Program in Criminal Justice Policy and Management of the Malcolm Wiener Center for Social Policy
John F. Kennedy School of Government
Harvard University
79 John F. Kennedy Street
Cambridge, MA 02138
617.495.5188

Public/Private Ventures
www.ppv.org

- New York Office
  122 East 42nd Street, 41st floor
  New York, NY 10168
  212.822.2400

- Oakland Office
  Lake Merritt Plaza
  1999 Harrison Street, Suite 1550
  Oakland, CA 94612
  510.273.4600

- Philadelphia Office
  2000 Market Street, Suite 600
  Philadelphia, PA 19103
  215.557.4400

Resolving Conflicts Creatively Program National Center
40 Exchange Place, Suite 1111
New York, NY 10005
212.509.0022
www.esrnational.org/about.rccp.html

Social Development Program
Social Development Research Group
University of Washington
9725 Third Avenue, NE, Suite 401
Seattle, WA 98115-2024
206.543.5711

South Bronx Churches Organizing Committee
230 Alexander Avenue
Bronx, NY 10454
718.402.3676 or 718.665.5564

St. John's Urban Institute
St. John's Educational Thresholds Center
3040 16th Street
San Francisco, CA 94103
415.864.5205

STRIVE/East Harlem Employment Services Inc.
240 E. 123rd Street
New York, NY 10035
212.987.2727
www.strivenewyork.org

Success Through Academics and Recreational Support (STARS)
Ft. Myers Department of Parks and Recreation
2201 Edison Avenue
P.O. Drawer 2217
Ft. Myers, FL 33902
239.338.2287

Tarrant County Juvenile Services
Scott D. Moore Juvenile Justice Center
2701 Kimbo Road
Fort Worth, TX 76111
817.838.4600

Teens, Crime, and the Community
c/o National Crime Prevention Council
1000 Connecticut Avenue NW, 13th floor
Washington, DC 20036
202.261.4161
www.nationaltcc.org

The After-School Corporation
925 Ninth Avenue
New York, NY 10019
212.547.6950
www.tascorp.org

The Door
555 Broome Street
New York, NY 10013
212.941.9090
www.door.org

The Enterprise Foundation
10227 Wincopin Circle, Suite 500
Columbia, MD 21044
800.205.5122
www.enterprisefoundation.org

The Hyams Foundation
175 Federal Street, 14th floor
Boston, MA 02110
617.426.5600
www.hyamsfoundation.org

The Robert Wood Johnson Foundation
P.O. Box 2316
College Road East and Route 1
Princeton, NJ 08543.2316
888.631.9989
www.rwjf.org

The Valley
1047 Amsterdam Avenue
New York, NY 10025
212.222.2110
www.valleynyc.org

Time Dollar Youth Court
Time Dollar Institute
5500 39th Street, NW
Washington, DC 20015
202.686.5200
www.timedollar.org

Truancy Abatement and Burglary Suppression (TABS)
Boys & Girls Club of Greater Milwaukee
3000 N. Sherman Boulevard
Milwaukee, WI 53210
414.447.5333

Vera Institute of Justice
233 Broadway
New York, NY 10279
212.334.1300
www.vera.org

Volunteers in Probation, Parole, and Prisons Inc.
1020 Michigan Building
220 Bagley Street
Detroit, MI 48226
313.964.1110
vipmentoring.org

Volunteers of America
National Office
1660 Duke Street
Alexandria, VA 22314-3421
800.899.0089
www.volunteersofamerica.org

Weapons Awareness Project
Spartanburg County Judicial Center
180 Magnolia Street
Spartanburg, SC 29306
864.562.4200

Westside Association for Community Action
3600 W. Ogden Avenue
Chicago, IL 60623
773.277.4400

Youth Advocate Programs Inc.
2007 N. 3rd Street
Harrisburg, PA 17102
717.232.7580

Youth as Resources
Center for Youth as Resources
1000 Connecticut Avenue NW, 12th floor
Washington, DC 20036
202.261.4131
www.yar.org

Youth Development Inc.
6301 Central NW
Albuquerque, NM 87105
505.831.6038

Youth Development Institute
Fund for the City of New York
121 Avenue of the Americas, Sixth Floor
New York, NY 10013
212.925.6675
www.fcny.org/html/youth/

YouthBuild USA
58 Day Street
Somerville, MA 02144
617.623.9900
www.youthbuild.org

American Legion Child Welfare Foundation

THE ENTERPRISE FOUNDATION

The Enterprise Foundation
10227 Wincopin Circle, Suite 500
Columbia, Maryland 21044-3400
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